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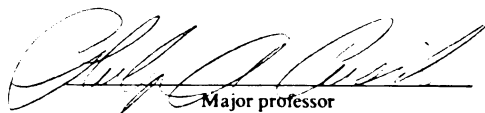
A Study of Site-Based Management
in Catholic Elementary Schools

presented by

Frances A. Nadolny

has been accepted towards fulfillment
of the requirements for

Doctor of Philosophy degree in Educational Admin.


Major professor

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A STUDY OF SITE-BASED MANAGEMENT
IN CATHOLIC ELEMENTARY SCHOOLS

By

Frances A. Nadolny

A DISSERTATION

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

DOCTOR OF PHILOSOPHY

Department of Educational Administration

1993

Purpose

The purpose of
the study was to
determine as it operated
elementary schools a
scientific organization
these schools were a
managerial, another
explain how site-based
using select indicators
indicators were flexible
productivity, staff
function. The study
including student and
and student attendance

Methodology

The study was a
case study of Catholic
schools over a four
year period in
department, student
meetings, closed-ended
interviews.

ABSTRACT

A STUDY OF SITE-BASED MANAGEMENT IN CATHOLIC ELEMENTARY SCHOOLS

By

Frances A. Nadolny

Purpose

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. Since these schools were admittedly variant examples of site-based management, another purpose of the study was to describe and explain how site-based management utilizes human resources, using select indicators as a framework for analysis. The indicators were flexibility in decision-making, accountability, productivity, staff self-direction and control, and satisfaction. The study also examined certain school outcomes including student achievement, teacher commitment, teacher and student attendance and tenure, and parent participation.

Methodology

The study was a descriptive field study of two site-based managed Catholic elementary schools. Data collection occurred over a four-month period and included semi-structured and unstructured interviews; observation of all faculty, department, student, school board and parent committee meetings; closed-ended questionnaires; and analysis of documents.

Key Findings

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Major Findings

As operationalized in these two schools, site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy. The principals assumed responsibility for balanced budgets, appropriate curricula, and qualified personnel. They shared their responsibility with the teachers who participated, to varying degrees, in decisions about budget, curriculum and personnel. Finally, the local community made decisions and designed programs for its own students. The absence of bureaucracy enabled the participants to quickly diagnose and remedy problems peculiar to their schools.

Regarding humanistic organization theory and decentralization theory, the study revealed that these schools were accountable to their publics, were cost-efficient and academically productive, and employed satisfied staffs. Positive results were found for select outcomes, including teacher commitment, parent and student satisfaction, teacher and student attendance and tenure, and parent participation. While the study did not prove that site-based management caused these results, neither was it disproved. Therefore, because they exist in two site-based managed schools, the possibility remains that they occur because of site-based management.

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ACKNOWLEDGMENTS

Words will not completely convey my appreciation to the many people who have contributed their expertise and support! From Michigan State University, I wish to thank Philip Cusick, especially, and Daniel Kruger, Suzanne Wilson, John Suehr and Christopher Clark. Secondly, I wish to thank my Adrian Dominican Sisters, especially my dear friend, Maureen Fay. And finally, I wish to thank my parents, Irvin and Cecilia Nadolny, my family and my friends.

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The purpose of
this report is to
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The results of the
study are as follows:
1. The growth of the
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CHAPTER I

THE PROBLEM

The Purpose

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization.

The Background

The Reform Movement

The school reform literature of the last decade is filled with the argument that excellence in education can be achieved by changing the manner in which schools are organized and run (Goodlad, 1984; National Commission on Excellence in Education, 1983; Sizer, 1984). Several proposed models of structural change encourage a decentralized governance structure. Decentralized governance may be defined as that

form of organization in which the power and the decisions now made by the superintendent and school board are shared with those who know and care most about the excellence of the education students receive--the teachers, the principal, the parents and citizens, and the students at each local school. (Marburger, 1985, p. 26)

Advocates of a decentralized management structure argue

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that more effective and efficient changes in education can occur if the decisions are made at each school (Goodlad, 1984) rather than at the district level (American Association of School Administrators, National Association of Elementary School Principals, National Association of Secondary School Principals, 1988) under the bureaucratic direction of the central hierarchy. The recurring rationale for decentralization is the "belief that the closer a decision is made to a student served by the decision, the better it is likely to serve the student" (Clune and White, 1988, p. 3). Proponents argue that decentralization enables local school personnel to diagnose, evaluate, and accommodate student needs and, in turn, to be accountable to the public for satisfying those needs.

Successful decentralization is founded on ideas about the effective use of human resources. As Raymond Miles (1965) explains, the human resources model of management regards employees as "untapped resources" in the decision-making process. The logic of the human resources model argues that school staff should work in a decentralized environment and have opportunities for personal creativity and participation in decision-making. As the logic goes, because members of the staff are given opportunities to participate as contributors to the educational organization, decisions should be better and staff members should develop an improved sense of self-direction and control. The result

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Organizational Structure

Mintzberg (1983) writes that "centralization is the tightest means of coordinating decision-making in the organization" (p. 95). In addition to coordination, Simon (1976) adds that centralized organizations rely on both the manager's expertise and his/her acceptance of responsibility for the decisions made. The majority of public school systems have centralized organizational structures. The decision-making powers reside with the superintendent and the central office staff whose knowledge of the entire district enables them to make informed and intelligent decisions about budget, curriculum and personnel. The superintendent initiates change, involves subordinates in some decision-making, and is accountable for the events within the district. At its best, centralization enables efficient decision-making; at its worst, it denies participation.

The human resources model of management, which is also referred to as humanistic organization theory, has developed from the work of McGregor, Argyris and Likert (Bolman and Deal, 1984). It regards the employee as an innovative, responsible, and valuable contributor to the organization. According to this model, the manager's duty is to foster the employee's talents by creating an encouraging work

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environment, by allowing participation in all levels of decision-making, and by ensuring that there are opportunities for self-direction and control in the workplace. The model's focal point is the quality of the decisions (Miles, 1965). The theory suggests that when employees play a significant role in making decisions, those decisions will be better. A by-product of increased employee involvement, the argument continues, will be improved performance and greater satisfaction.

Decentralization loosens the decision-making process and allows more members of the organization to be involved. The reasons for implementing decentralization are linked to the human resources model. Mintzberg (1983) argues that there are three reasons for decentralization. First, since it is impossible for one manager to understand all decisions, decentralization enables people who are closer to the decisions to make those decisions because they are more knowledgeable about the situation. Second, by decentralizing, an organization can respond to local conditions in less time. Processing of information and lines of communication are shortened because the local staff has the authority to make the decisions. Third, decentralization stimulates motivation and creativity because staff are encouraged to be innovative and actively involved in program planning and implementation.

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decentralization and increased employee participation in decision-making into such terms as locally autonomous schools, teacher empowerment (Lieberman, 1988; Maeroff, 1988), and school-based management (Marburger, 1985).

Proponents of decentralization theorize that education will be better when local educators, parents and community members have authority to make the budgetary, curricular and personnel decisions affecting student needs.

Problems with Decentralization in Education

Proposals for decentralizing schools do not seem to consider the degree of autonomy that currently exists. Two objections raised in the literature are addressed here.

First, the argument for decentralization assumes that all decisions are centralized when, in fact, many are not. Meyer and Rowan (1978) argue that schools are both tightly controlled and loosely controlled. They argue that educational bureaucracies make most decisions, and therefore exercise tight control, about teacher and student classification including such determinants as room, grade and curriculum assignments, tenure levels and scheduling. However, Meyer and Rowan also argue that the bureaucracy neither controls nor evaluates actual instructional activities and outcomes. Instruction and outcomes are decoupled from the operating units. Decoupling, as the argument goes, allows the bureaucracy to control classification and ignore much of the uncertainty, conflict

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and inconsistency occurring in schools. Bureaucratic disengagement assumes the "logic of confidence [in which the] parties bring to each other the taken-for-granted, good-faith assumption that the other is, in fact, carrying out his or her defined activity" (Meyer and Rowan, 1978, p. 101). The argument concludes that decoupling and the logic of confidence have allowed educational organizations to operate successfully and with the support of external and internal constituents. As the argument is laid out, centralization and autonomy have struck an even balance in current educational organizations; proponents of decentralization rarely admit that a balance does exist.

A second objection was raised by Cusick (1983) in his study of urban secondary schools. In this study Cusick's findings support Meyer and Rowan's argument that school bureaucracy is decoupled from instructional activities. Cusick examined the role of individual teachers in curriculum development and implementation and found that ". . . teachers were left alone to handle curriculum and instruction not as a faculty or department, but as individuals, each to himself, each allowed to create, implement, and evaluate his classes the way he saw fit" (p. 43).

They designed their own curricula which interested the students and satisfied student needs. Therefore, their classrooms were orderly and students were happy: two values which, according to Cusick, administrators encouraged. By

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giving teachers autonomy, the administrators apply the logic of confidence and presume that teachers present curricula that meet educational needs while maintaining order and good relations. The logical conclusion of teacher control of curriculum and good relations is the community's positive feeling for the school. There is a balance between the expectations of the bureaucracy and the practices of the individual teacher; there is no need for the faculty to work as a whole. Cusick reflects that the arguments for decentralization may really be attempts to upset this balance by converting teacher autonomy into group autonomy.

As described, centralization permits local school autonomy, a fact often overlooked by decentralization advocates. In centralized school systems, central office staffs tightly control certain issues, but loosely oversee instructional and curricular issues. There is a balance between central office control and local autonomy. As a result, student needs seem to be met and the community is pleased with its schools. By refusing to acknowledge organizational relationships, decentralization proponents give the false impression that only decentralized organizations permit or encourage autonomy.

Decentralization in Catholic Schools

In organizations, management tightly or loosely controls decision-making. Often, centralization (tight control) and

decentralization (loose control) are portrayed as mutually exclusive "opposite poles" (Brooke, 1984). Site-based management operates between the poles of large bureaucracies on one end and individual autonomy on the other end. This fact encourages us to look for instances where the constraints of hierarchical bureaucracy and the freedoms of teacher autonomy are lessened. While some public school systems such as Dade County, Washington state, New York City, and Chicago are currently implementing models of decentralization, it seems more natural to turn to Catholic elementary schools which have operated with a decentralized management structure for the last twenty-five years. Local school boards, committees and parish councils have replaced bishops, priests and religious superiors as the responsible agents for the operation of Catholic schools (Drahmann, 1985).

Catholic school systems differ from each other to some degree, but their basic governance structure is decentralized. The Vicar of Education in each school system is responsible for the academic and religious education programs. However, the Vicar delegates the responsibility for academics to the superintendent who oversees parish and diocesan academic programs. The superintendent may have a consultative board, depending on the diocesan structure. According to O'Brien (1987), a local Catholic elementary school may have one of three types of boards: a consultative

board, a consultative committee formally related to the parish pastoral council, or a board with limited jurisdiction. While O'Brien delineates the full responsibilities and differences in these bodies, this study focuses on the board's responsibility toward the local school. The board is responsible for planning, policy development, financing, public relations and evaluation. Comprised of the pastor, the school administrative staff, and elected members, each board makes budgetary, curricular and personnel decisions for its school. The central school office provides general guidelines for those decisions.

Summary

The Excellence in Education movement is calling for better quality in schools. Reformers, seeking to change the structure of educational organizations, are proposing models of decentralization. They theorize that, by restructuring the schools in a manner that allows the local staff to exercise its knowledge and expertise in budgetary, curricular and personnel decisions, the schools will better meet student needs. School organizations are viewed on a continuum with the bureaucracy on one end and teacher autonomy on the other. As the argument goes, site-based management operates between them. Catholic elementary schools are examples of decentralized organizations which have less bureaucracy and more local control. Therefore, a study of Catholic schools with their "tradition of decentralization and local school

January 1988, p. 14.
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p. 25).

autonomy has much to contribute to reform and research discussions on school organization" (Manno, 1987, p. 10).

Conceptual Framework

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. Since these schools were admittedly variant examples of site-based management, another purpose of the study was to describe and explain how site-based management utilizes human resources, using select indicators from humanistic organization theory and decentralization theory as a framework for analysis.

Definition of Site-based Management

Site-based management is a form of decentralization. A review of the literature indicates that, while site-based management operates differently at each school or within each district (Clune and White, 1988; Marburger, 1985), definitions of site-based management include local school control, accountability and decision-making. Several definitions are given:

1. "Site-based management attempts to place maximum educational planning and accountability, and management of personnel and material resources, in the individual school centers" (Marburger, 1985, p. 25).

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2. "Site-based management is a process that involves the individuals responsible for implementing decisions in actually making those decisions" (AASA, NAESP, NASSP, 1988, p. 5).
3. Site-based management is defined as
A system of educational administration in which the school is the primary unit of educational decision making. It differs from most current forms of school district organization in which the central office dominates the decision making process. Most decisions regarding expenditures, curricula, and personnel are made by school-site personnel in consultation with parents, students, and other community members. (Lindelow, 1981, p. 1)

The operative definition for this paper is that presented by Lindelow.

Objectives of Decentralization

Successful decentralization demonstrates a more effective use of human resources. Site-based management is an attempt to satisfy three objectives for decentralizing an organization: flexibility in decision-making, accountability, and increased productivity (Brown, 1990).

The first objective for decentralization is flexibility in decision-making which includes the ability to respond quickly, to motivate and to be innovative and creative (Brown, 1990; Mintzberg, 1983). The reform literature calls for shifting power to the local site where the principal, teachers and parents can be more actively involved in decision-making (Goodlad, 1984; Lieberman, 1988; Maeroff, 1988; Marburger, 1985). It is argued that this increased

[illegible]

involvement enables the local school to be more responsive to the students (Clune and White, 1988) and to take more ownership of the planning processes (AASA, NAESP, NASSP, 1988; Lindelow, 1981). Because school "programs originate in different ways and in different local contexts with no discernible model" (Clune and White, 1988, p. 11; David and Peterson, 1984; Marburger, 1985), reformers argue that the possibilities for creativity and innovation are endless. However, excessive group involvement could stifle individualism (Hansen, 1988).

Accountability is the second objective of decentralization and may be described as a performance control, a monitoring of results which can be used to measure and/or to motivate (Brown, 1990; Mintzberg, 1983). According to the literature, site-based management includes elements of accountability. The superintendent "shares authority, information, and accountability" (Marburger, 1985, p. 41), particularly with the principal (Clune and White, 1988). However, the school remains accountable to the district and the state (Clune and White, 1988). The argument is that parental involvement is increased and becomes more meaningful because communication with the school is better (Clune and White, 1988). According to Lindelow (1981), this involvement should lead to increased support of schools. While parental choice of schools is not as prevalent in the public sector, its practice in the private sector causes the private school

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to have a public. And ". . . in order to service and to draw in tuition, it [the private school] must be in dialogue with its public about the nature of . . . the intellectual life of the school" (Grant, 1988, p. 4). Guthrie (1986) encourages an annual report which "lets clients and school district officials know how well the school is meeting its goals, how it deploys its resources, and what plans it has for the future" (p. 308).

Increased productivity is the third objective of decentralization. It can be defined in terms of improved outcomes, reduced costs, and improved efficiency, that is, greater outputs in relation to lower costs (Brown, 1990). In educational terms, this takes the form of effective student performance, and efficient and equitable use of resources, both human and monetary. Proponents of site-based management "attempt to place maximum educational planning and accountability, and management of personnel and material resources, in the individual schools" (Marburger, 1985, p. 25). Two other proposed advantages are that "the resources of the school district are put more effectively where they are needed and site-based management conserves money" (Neal, 1988, p. 8). Reformers feel that decentralization will result in more effective and enduring reforms (AASA, NAESP, NASSP, 1988) and in program and curriculum development better suited to students' needs (Clune and White, 1988; Lindelow, 1981). They argue that the

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ultimate educational output should be increased student performance. Proponents of decentralization assume that the school is the most meaningful unit of analysis in the learning process.

Expectations of Humanistic Organization Theory

The literature on site-based management has been linked to three indicators of successful decentralization. These indicators are flexibility in decision-making, accountability and productivity. The literature argues that decentralization encourages an effective use of human resources. As a form of decentralization, site-based management is an attempt to meet three expectations of humanistic organization theory.

These expectations in the human resources model are:

1. The overall quality of decision-making and performance will improve as the manager makes use of the full range of experience, insight, and creative ability in his department.
 2. Subordinates will exercise responsible self-direction and self-control in the accomplishment of worthwhile objectives that they understand and have helped to establish.
 3. Subordinate satisfaction will increase as a by-product of improved performance and the opportunity to contribute creatively to this improvement.
- (Miles, 1965, p. 151)

The three expectations have been named: 1) better decisions and performance, 2) more self-direction and control, and 3) increased satisfaction.

Employee participation in decision-making is the first expectation of humanistic organization theory. Participation

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is encouraged because employees have experience, insight and creativity. The belief is that, by using employees' contributions, decision-making will improve as will performance. Site-based management literature supports both staff and parental participation in school decision-making (Carr, 1988; White, 1989). According to Lindelow (1981), an early advocate of site-based management,

An essential element of site-based management is increased community and teacher involvement in decision-making. . . . All . . . plans to date include provisions designed to enhance parental, staff and sometimes student involvement. The actual extent to which parents and staffs are involved in school decision-making varies widely. (p.4)

The argument for site-based management is that greater participation in decision-making will enable the staff to use its knowledge to design curricula and programs and to allocate resources which meet students' needs (Herman, 1989; Sergiovanni, Burlingame, Coombs, & Thurston, 1987). The conclusion of the argument is two-fold. First, student needs will be served (Clune and White, 1988). Second, staff will have a better sense of ownership of the educational process and will then be motivated to perform better in the classroom (Clune and White, 1988; Lindelow, 1981).

The second expectation of humanistic organization theory is that employees will exercise responsible self-direction and control. The manager's duty is to "continually expand subordinates' responsibility and self-direction up to the limits of their abilities" (Miles, 1965, p. 151). Proponents

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of site-based management believe that staff should "make decisions about curriculum, textbooks, learning activities, supplemental instructional materials and alternative programs" (Clune and White, 1988, p. 14; Marburger, 1985). According to the literature, local educational staff should not only be allowed control over curriculum and instructional programs; staff should also be allowed to identify and design programs for their own professional growth and development (AASA, NAESP, NASSP, 1988; Clune and White, 1988). The hope of site-based management is that, by giving teachers more opportunities for self-direction and control, the teachers perform better and are more satisfied.

Satisfaction is the third expectation of the human resources model. Theorists regard satisfaction as a by-product of improved performance and participation in decision-making (Miles, 1965). Human resources theory argues that employees are more satisfied when they can contribute to decisions and have self-direction and control. Goodlad (1984) believes that "when teachers find themselves restrained and inhibited by problems of the workplace that appear to them not to be within their control, it is reasonable to expect frustration and dissatisfaction to set in" (p. 180). Proponents of decentralization argue that site-based management will improve teacher morale (AASA, NAESP, NASSP, 1988) and will enable teachers to "develop a sense of partnership and ownership" (Lindelow, 1981, p. 66).

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Summary

Reformers are calling for changes in school structure and several cited reformers are basing proposed reforms for decentralization on the humanistic organization theory of management. Operationalized in schools, the decentralization model argues that there will be increased flexibility in decision-making, greater productivity by participants, and increased accountability. The humanistic organization model emphasizes human resources and argues that there will be better decisions and performance, more responsible staff self-direction and control, and increased satisfaction. The argument is that site-based managed schools not only value their employees' contributions, they are also more efficient and productive. They have more satisfied staffs and are better managed organizations.

The Purpose

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. Since these schools were admittedly variant examples of site-based management, another purpose of this study was to describe and explain how site-based management utilizes human resources, using select indicators from humanistic organization theory and decentralization theory as a framework for analysis.

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Exploratory Questions

The intent of the study was to describe two actual cases of site-based management using select indicators from humanistic organization theory and from decentralization theory. The indicators were flexibility in decision-making, productivity, accountability, decision-making and performance, responsible self-direction and control, and satisfaction. The research was guided by the following questions:

1. How is site-based management operationalized in these two schools?
2. What are the variations of decentralization relative to:
 - a. Flexibility in decision-making
 - b. Accountability
 - c. Productivity
3. What are the variations of humanistic organization theory relative to:
 - a. Decisions and performance
 - b. Staff self-direction and control
 - c. Satisfaction
4. What trends exist on the following school outcomes:
 - a. Student achievement
 - b. Teacher commitment
 - c. Satisfaction: Parent, student
 - d. Attendance: Teacher, student

- e. Tenure: Teacher, student
- f. Parent participation

Methodology

The purpose of this study was to describe and explain two actual cases of site-based management. The purpose was also to explain how these cases exhibited the combination of humanistic organization theory and decentralization theory using select indicators from these theories. To do so, a descriptive field study was undertaken.

Descriptive field studies attempt to collect all the necessary details to provide a complete picture of a particular group, activity, or situation (Jones, 1985; True, 1989). The researchers become participants which enable them to understand the phenomenon under investigation (Firestone, 1987) by engaging in the group, activity or situation. One method of participation is that of complete observer in which the researchers do not interact with "informants" but observe them in their setting (Gold, 1957). As complete observers, the researchers are detached from the activity and record and analyze what is observed. However, the researchers may have raised questions which require clarification by the participants (Gold, 1957). They may then schedule unstructured interviews which allow adaptability by both researcher and participant (True, 1989). Another data source in field research is the semi-structured interview comprised of questions which guide researchers while still allowing

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them to probe (True, 1989). In order to present an accurate description, researchers may also choose to collect quantitative data through closed-ended questionnaires and document analysis. By using both qualitative and quantitative data, field researchers combine "methodologies in the study of the same phenomenon" (Denzin, 1978, p. 291). Through this process of triangulation, researchers have more confidence in the results and uncover the deviance in the phenomenon. One major drawback, however, is the difficulty of replication (Jick, 1984).

Sample size is important in field research and quite often the sample is limited to one or two sources (Mintzberg, 1984). However, researchers indicate "that if the relationship holds for one group under certain conditions, it will probably hold for other groups under the same conditions" (Glaser and Strauss, 1967, p. 106).

The study describes and explains how site-based management utilizes human resources. The study is a descriptive field study. Data collection occurred between October 1990 and January 1991 with the researcher spending a period of two months in each school.

The primary methods of data collection were semistructured and unstructured interviews. The interview questions were open-ended and were based on the research questions as specifically informed by the works of Brooke (1984), Brown (1990), Clune and White (1988), David (1989),

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and Miles (1965). Individual interviews were conducted with all but two staff members of both schools. There were group interviews with members of the parent boards. All participants were informed that this was a study of site-based management in two schools. The interviews were tape-recorded and transcribed into written notes. By using pseudonyms the identities of all participants remained confidential.

The researcher was a complete observer at faculty, department, student, school board and parent committee meetings held throughout the duration of her stay. The purpose was to determine the operationalization of site-based management within the school. To this end, notes were taken during the meetings. Participants were informed of the researcher's presence and purpose by the chairpersons of the meetings.

Data to determine levels of satisfaction, commitment and participation were collected by closed-ended questionnaires. The questionnaires were informed by the works of Bacharach, Bamberger, Conley and Bauer (1990); DeRoche (1981); Frymier, Cornbleth, Donmoyer, Gansneder, Jeter, Klein, Schwab and Alexander (1984); and Mangieri (1984). In one school parent questionnaires were mailed, while at the other school parent questionnaires were distributed through the school office. Teacher questionnaires were distributed through the school offices. Questionnaires were returned in envelopes to the

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school office and collected by the researcher. A cover letter informed participants that a study of site-based management was being undertaken and requested their input on certain topics. Students completed questionnaires in their classrooms under the researcher's direction. Participants were anonymous. Answers were tabulated on a frequency scale.

The last method of data collection was an analysis of documents. These documents included student achievement records, local and district level policy books, newsletters, budgets, past meeting minutes, student and teacher attendance records, student enrollment records, teacher tenure records, and any additional records agreed upon by the researcher and the school administration. Individual identities remained confidential. Information was recorded on charts and tables.

Sample

The study sought to explicate site-based management as it operates and as it affords hope for educational improvement. A review of the literature indicated that site-based management operates differently at each school or within each district (Marburger, 1985). However, there are seven key elements of site-based management (David, 1989).

These elements are:

- 1) Various degrees of site-based budgeting affording alternative uses of resources
- 2) A team operation affording groups to expand the basis of decision-making
- 3) School-site advisory committees with key roles for parents
- 4) Increased authority by school participants for

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- 5) Ability to modify the school's curriculum to better serve their students
- 6) Clear processes for seeking waivers from local or state regulations that restrict the flexibility of local staffs
- 7) An expectation for an annual report on progress and school improvement. (p. 46)

Not only did a number of Catholic schools have the elements of site-based management, but the schools also operated within a school system. Therefore, it was decided to use exclusively Catholic schools, not only because they were all site-based managed, but they offered several variations on the theme. The intent of this research was to examine and evaluate the effectiveness of these variations.

The first step in securing a sample occurred in January 1990. The researcher met with an associate superintendent for a large metropolitan Catholic school district in order to identify Catholic elementary schools utilizing the elements of site-based management. Nine schools were identified and three were subsequently eliminated because critical criteria were no longer being met.

The second step took place between January and June 1990. An introductory letter was sent to the six remaining schools requesting a meeting to ensure that the schools met the qualifications of site-based management and to establish their willingness to participate. One school withdrew prior to the meeting. Another school was eliminated because it did not have a school-site advisory committee, an element deemed essential to the true meaning of site-based management. Four

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schools remained and the researcher met with each principal during May and June. All four schools were qualified and two were selected with what appeared to be enough variation to be examples of the case. Glaser and Strauss (1967) indicate "that if the relationship holds for one group under certain conditions, it will probably hold for other groups under the same conditions" (p. 106). Therefore, we may argue that the sample size was sufficient.

Two elementary schools from one Catholic school system were studied. Kwanzaa School was an urban school offering enrollment in kindergarten through grade eight; it had two special education classrooms. Ninety-seven percent of its 580 students were black. The majority of students were neither Catholic nor parish members. Their parents chose to send them to Kwanzaa rather than to their neighborhood public schools. Kwanzaa had two co-principals, both of whom have served in that position for eighteen years. There were twenty-five full-time teachers, two part-time teachers, and a full-time guidance counsellor. The local school board was a policy-making board. The Fathers' Club (athletics) and the Mothers' Club (service and fundraising) were additional parent boards with varying degrees of decision-making power. The principals sent monthly newsletters to the parents and parents received written reports of annual standardized testing. Parent-teacher conferences were held twice each year. The principals hired the teachers after the

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prospective candidates had been approved by the diocesan central school office. Curriculum was determined by Kwanzaa faculty and administration.

Rainbow School was a suburban elementary school offering enrollment from pre-school through grade eight. There were 454 students, eighty-three percent of whom were white. Seventy percent of the students belonged to the school's affiliated parish; the other thirty percent did not belong to the parish which did not necessarily mean that they were not Catholic. The principal had been at the school for twelve years. She had an assistant principal who was also a full-time teacher. The principal, the assistant principal and the full-time guidance counsellor operated as an administrative team. There were eighteen full-time and five part-time teachers. The local school board was a policy-making board. The P.T.A. and the Sports Board were other parent boards with varying degrees of decision-making powers. The principal sent newsletters to the parents monthly and parents received written standardized test score results. Parent-teacher conferences were held twice each year. The principal hired the teachers after they had been approved at the diocesan central school office. Curriculum was determined by Rainbow faculty and administration.

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Significance

Most literature on site-based management explains and examines the rationale for implementing site-based management at the local school level. Another portion of the literature gives examples of the kinds of decisions made in a site-based managed organization. However, there is very little descriptive literature explaining how site-based management flows through and within an organization. Very little is written to describe how site-based management operates and what the trends in certain school outcomes are. Therefore, this study is significant because it addressed these issues. Since reformers are calling for a change in the structure of educational institutions, it is essential that researchers study structure, as it currently exists, in some organizations. The hope is that reformers will see both the advantages and disadvantages of site-based management and adjust their proposals in light of this research.

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CHAPTER II

RELATED LITERATURE AND RESEARCH

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. There are three bodies of literature which pertain to this research: 1) literature and studies about site-based management, 2) studies of humanistic organization theory, and 3) descriptive studies of elementary school practices.

Literature and Studies: Site-based Management

A review of the literature indicates that there are many definitions (AASA, NAESP, NASSP, 1988; Marburger, 1985) of site-based management, all of which contain common elements including local school control, accountability and decision-making. The operative definition for this study is that presented by Lindelow (1981) who defines site-based management as

A system of educational administration in which the school is the primary unit of educational decision-making. It differs from most current forms of school district organization in which the central office dominates the decision-making process. Most decisions regarding expenditures, curricula, and personnel are made by school-site personnel in

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While the review of literature indicates numerous variations (Carr, 1988; Clune and White, 1988; Marburger, 1985), there are seven key elements of site-based management (David, 1989). These elements are:

- 1) Various degrees of site-based budgeting affording alternative uses of resources
- 2) A team operation affording groups to expand the basis of decision-making
- 3) School-site advisory committees with key roles for parents
- 4) Increased authority by school participants for selecting personnel who are assigned
- 5) Ability to modify the school's curriculum to better serve their students
- 6) Clear processes for seeking waivers from local or state regulations that restrict the flexibility of local staffs
- 7) An expectation for an annual report on progress and school improvement. (p. 46)

These elements are derived from decentralization theory which advocates flexibility in decision-making, accountability and productivity (Brown, 1990). Designers of site-based managed programs stress more involvement by principals, teachers and parents and less involvement by central office staff. Site-based management proponents posit that local involvement will produce more accountable educators who are striving for better student academic achievement (AASA, NAESP, NASSP, 1988; Lindelow, 1981; Marburger, 1985).

The literature on site-based management is limited. In addition to definitive articles and operations manuals, there are two sources of written information: 1) reports and

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articles about school districts proposing and implementing site-based management and 2) studies. Proposal and implementational reports are useful for educators wanting to establish site-based management procedures. These reports include such topics as the Washington, D.C., public school district's request to begin site-based management (Federal City Council, 1989), implementation plans from Hawaii and Washington state (Hawaii State Department of Education, 1989; Washington Office of the State Superintendent, 1988), and examinations of the role of the teachers' union (National Education Association, 1988; St. John, 1989) in site-based managed districts.

Recent journal articles and educational texts describe the variations in site-based managed school districts (Cistone, Fernandez and Tornillo, 1989; Dentler, Flowers, and Mulvey, 1987; Lindelow and Heynderickx, 1989). Because Dade County, Miami, has successfully implemented site-based management, its program is described here. Joseph Fernandez is Dade County's superintendent and Pat Tornillo represents the Dade County teachers. Together with Peter Cistone, from Florida International University, they wrote an article (1989) summarizing the evaluation reports of the first year of the Site-Based Management/Shared Decision-Making (SBM/SDM) pilot project in Dade County. Thirty-three schools participated in the project. Cistone et al. indicated that SBM/SDM allowed schools "to adopt a variety of programmatic

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innovations in response to their particular needs and interests" (pp. 398-399) including such things as organizational/schedule changes, bilingual education, community involvement, staff selection, staff development and staff assistance programs. In addressing one element of decentralization theory, the authors noted that the teachers were more active in decision-making and were in favor of shared decision-making; the principals sought more teacher involvement in decision-making. While Cistone et al. report that the principals felt that shared decision-making was time-consuming, the principals believed that SBM/SDM was worthwhile. Flexible decision-making was encouraged and decision-making bodies varied from school to school. Council membership varied and decisions included "curriculum, student management, scheduling, and school-community relations" (p. 400). Decision issues were generated by faculty committees and referred to the decision-making groups. Most decisions were made by majority vote.

The description of Dade County's site-based management program is given so that the reader understands the type of site-based management literature that is generally available. In the last two years, however, studies of site-based management have increased. Eight studies will be presented. They describe 1) site-based management as a management system, 2) attitudes about shared decision-making, 3) participants in site-based management, and 4) specific

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Lindquist and Mauriel (1989) contend that site-based management is a management system which is not being accepted by many educators. They argue that there is a "disparity between the theory and clearly articulated intentions of site-based management and the practice" (p. 403) of it in schools and districts. They presented two case studies which examined possible explanations for site-based management's failure to actualize decentralized decision-making.

Concentrating on decentralization theory's elements of flexible decision-making, accountability and increased productivity, the authors studied delegation of decision-making authority, school site councils and advocacy in two school districts. They concluded that superintendents and school boards were reluctant to relinquish their decision-making authority or that site council members were reluctant to accept certain decision-making powers (Malen and Ogawa, 1990), particularly in budgetary, curricular and personnel matters. The authors wrote that "as of yet, there has not been a specific delegation of full and meaningful authority to make key decisions in all three areas of curriculum, budget, and personnel" (p. 413). Regarding site-council membership, Lindquist and Mauriel determined that membership differed, but all members received in-service about leadership and participative decision-making. The authors reiterated that site-councils were more advisory than

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decisive which was due, perhaps, to the skills and time commitment required for participation. Finally, Lindquist and Mauriel learned that only one superintendent and both principals advocated site-based management. They concluded that "if either the superintendent or the principal is reluctant to participate, the use of site-based management may be limited" (p. 413). The authors felt that site-based management will succeed when, and if, major changes occur in governance, organizational structure, role responsibility, and accountability.

Two studies examined decision-making in relation to site-based management. Mutchler and Duttweiler (1990) believed that implementing shared decision-making in site-based management demanded an attitudinal and behavioral change as participants moved from hierarchical, centralized decision-making to participative, decentralized decision-making. To understand the problems occurring in this move, the authors surveyed 230 school districts and identified eight obstacles. Personal and interpersonal obstacles included resistance to new roles and responsibilities, fear of power loss, lack of participative skills, mistrust, and fear of risk-taking. Institutional obstacles included absence of clear definitions (Jenni, 1990); insufficient personnel, time and monetary resources; and limited hierarchical support (Lindquist and Mauriel, 1989). To overcome the obstacles, the authors recommended that:

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1) districts encourage the change to participative management, 2) districts develop collegial and collaborative cultures, 3) staffs receive in-service about participative management, and 4) all school and community personnel must be committed to shared decision-making.

The second study of decision-making and site-based management was a dissertation by Higgins (1982) in which the author undertook an ethnographic study of one Florida high school "to identify the components and personnel involved in the decision-making process . . . and the factors which contributed to, or restricted, the implementation of site-based management" (p. 6). Like Lindquist and Mauriel (1989), Higgins felt a discrepancy existed between the theory of site-based management and its practice. In studying decision-making, he concentrated on the principal's and faculty's roles. He observed that the principal determined the "magnitude and scope" of the decision-making and that faculty involvement in decision-making varied from "consultation to suggestion to consent" (pp. 174-175). Faculty members made curricular decisions by giving approval to the principal's ideas and suggestions. Higgins described this process as consentaneous decision-making, that is, "sanction, subscription to, and acquiescence to the principal's actions" (p. 177). Because consentaneous decision-making is not the same as shared decision-making, Higgins concluded that the high school was not practicing

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site-based management. Even though school personnel made various kinds of decisions, most of the processes did not involve shared decision-making. Higgins faulted the school's social system, from state leadership to district leadership to the principal, for providing imprecise directives and implementation policies about shared decision-making as advocated by site-based management theory.

One element of site-based management is the existence of a school-site advisory committee. Since the governance powers of these committees varies, two studies examined site-councils. In the first, a study of sixteen school councils, Jenni and Mauriel (1990) examined council members' perceptions of three areas: 1) their influence over decision-making, 2) school personnel and community support of site-based management, and 3) their satisfaction with the accomplishment of site-based management goals and objectives. The authors felt that influential and satisfied participants in site-based managed decisions produced participants who were "more supportive and cooperative in getting these decisions implemented" (p. 4). Jenni and Mauriel reported that council members 1) felt they were influential in decision-making, 2) gave high ratings to site-based management, and 3) felt that site-based managed goals and objectives were being accomplished. The authors noted that goals and objectives, however, involved only the instructional supply budget and some extra-curricular

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programs rather than major decisions about budget, curriculum and personnel. In the sixteen schools studied, Jenni and Mauriel concluded that site-based management was successful "though it does not seem to be affecting the major substance of curriculum and instruction" (p. 18) because the participants were not concerned about those issues. The authors attributed site-based management's success to council members' assistance with each school's communication and public relations efforts.

An in-depth study of Salt Lake City's School Community Councils (Malen and Ogawa, 1990) gives more insight into council members' influence over decision-making. The researchers explained that decision-making influence was manifest when the actors' involvement at critical stages of the process (formation of agenda, etc.) enables them to preempt, select, modify, block or affect decision outcomes on subjects that are central to the organization or salient to the individual. (p. 104)

They argued that the literature consistently finds no truth in decentralization theory's proposal that, at the building level, parents and teachers can play a significant role in significant educational decisions. The Salt Lake City School Community Councils were comprised of administrators, teachers, non-certified staff, and parents. The council's role and authority were clearly defined and included school improvement and action plans, distribution of discretionary funds, personnel review, and program assessment. Council training was provided and each member had an equal vote. However, Malen and Ogawa (1990) observed that the councils

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rarely discussed budget, curriculum or personnel; rather they discussed administrative and cursory topics. The researchers felt that parents and teachers discussed, advised and approved the principal's decisions, much like Higgins' description of consentaneous decision-making (1982). Malen and Ogawa described this deference as the principal's positional power in which he or she is perceived as having both knowledge and the ability to control information. According to the authors, council policies and procedures should have enabled teacher and parent members to participate fully, but they did not due to lack of clarity about their power (Mutchler and Duttweiler, 1990), their dependency on the administrators for information, and their fear of not being allowed to continue if they dissented. The authors concluded that the principals determined building policy and that "the Salt Lake City experience casts doubt on the viability of the decentralize-democratize approach to reform" (p. 113).

The final three studies from site-based management literature are concerned with operations, factors of implementation, and theory. In a telephone survey, Clune and White (1988) examined site-based management in thirty-one school districts. They studied the following topics: organization and operation, objectives, roles, and administrative and implementation issues. In examining organization and operation, Clune and White found that "the

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organization and operation of site-based management is extremely diverse" (p. 11). Budgetary decisions were most commonly decentralized to the local school, but some districts also made personnel and curricular decisions. The types of decisions and the degree of decision-making authority varied from school to school. The superintendent was influential in beginning site-based management and the site-council was an innovation in the organizational structure. Site-council membership and decision-making authority varied. Clune and White learned that the main objective of site-based management was school improvement and that participants felt a strong sense of ownership in the process. The authors examined how various roles changed due to site-based management. The principal had more authority and more responsibility, was more accountable, and was involved in shared decision-making. The superintendent became a technical adviser to the principal and communicated with him/her more frequently. School councils and school boards functioned collaboratively in an effort to address local student needs. Teachers were more flexible, made changes, and possessed more influence and authority. Communication with the principal was better. Clune and White learned that the districts were evenly split between teachers' unions being active and inactive. Regarding roles, the authors found that students were no more involved, but they seemed to benefit from new programs and activities;

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parents were more involved; and communication between parents, community and school district personnel was better. In examining administrative and implementation issues, the researchers believed that school accountability to the district and the state remained and that superintendents and principals were more accountable to their constituents. However, Clune and White discovered that, while people felt positively about school-based management, there were no formal methods of program evaluation. Implementation problems were similar to those found by other researchers: lack of training (Mutchler and Duttweiler, 1990), fear of power loss (Lindquist and Mauriel, 1989; Mutchler and Duttweiler, 1990), little or no support from the superintendent (Lindquist and Mauriel, 1989; Mutchler and Duttweiler, 1990), and the teachers' desire for more decision-making authority (Malen and Ogawa, 1990). For future research, Clune and White encouraged an examination of site-based managed schools to determine how strong principals communicate and interact under shared decision-making.

In a four-year longitudinal study of two Minnesota school districts, Jenni (1990) determined the factors affecting site-based management implementation. He found that: 1) school organizations changed once site-based management was introduced, 2) people within the organizations resisted the change, 3) site councils discussed topics rather than made decisions about them (Higgins, 1982; Lindquist and

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Mauriel, 1989; Malen and Ogawa, 1990), and 4) organizational restructuring was difficult for several reasons. Those reasons included lack of implementation plans and schedules (Higgins, 1982), unclear lines of authority, insufficient training in participative decision-making, and vague statements of purpose (Mutchler and Duttweiler, 1990). Jenni presented his findings, but made no recommendations for future research.

The concluding site-based management study was described by Smith (1985) in her dissertation presenting a case study of a site-based managed elementary school. She researched site-based management from three viewpoints: 1) theory, 2) one school's implementation, and 3) the author's analysis of site-based management in theory and in practice. In examining the power balance, Smith found that site-based management theory proposes that local school personnel make budgetary, curricular and personnel decisions; accountability will then increase. In actuality, Smith discovered the following improvements due to decentralized decision-making: "sharing information, recognition for individual achievement, increased flexibility, support for innovation, and extended opportunities for professional development" (p. 193). Regarding school governance, site-based management theory advocates that local school control leads to increased productivity in student achievement. Smith found that the local school council was important in changing attitudes and

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values even though it was not the primary decision-making body. Site-based management theory proposes that increased participation and shared decision-making lead to better educational decisions and increased accountability. In practice, Smith learned that principal, faculty and parent collaboration motivated the participants to improve the learning environment. Finally, site-based management literature emphasizes the importance of both the principal's leadership and his/her role in advocating shared decision-making. Smith found that the data supported the proposal that "the principal provided the focus for school change and developed his authority through his effective leadership" (p. 200). Smith felt that site-based management provided the environment for principals "to make explicit and implement their own visions of good schools" (p. 203). According to Smith, site-based management gives freedom to people:

The idea called 'school-based management' becomes what it is by the way it is used in a school. It can provide a perception of power for groups who care to improve their local site or entire system. It can also be nothing but words used without thought for their meanings. Rather than a product to be stamped onto a school, SBM is a loosely defined process to be suitably adapted by organizations searching for a motivating and effective governing system. The governing balance between central and local decision sites requires careful and continued attention from policy makers.

SBM can be used to empower people to improve the climate of their school, to encourage independent thinking, and to put meaning into their work. . . . The potential of SBM for school improvement is found in the unutilized strengths of individuals who educate children. That includes the initiative in the leaders to create conditions for teaching and learning, the unused abilities of parents and community members, . . . and the skills of the teachers in direct contact with

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To Smith, site-based management is a means to an end.

Summary of Site-Based Management

Literature and Studies

A review of site-based management literature has been presented. In site-based management, the school is the primary unit of decision-making. Elements of site-based management include each school's authority to make budgetary, curricular and personnel decisions; shared decision-making; school-site councils; processes for procuring waivers from district or state regulations; and preparation of an annual report. These elements are derived from decentralization theory which advocates flexibility in decision-making, accountability and productivity.

Site-based management literature is limited and includes three sources of written information: 1) definitive articles and operations manuals, 2) reports and articles about school districts proposing and implementing site-based management, and 3) studies. Definitive articles, operations manuals, and proposal and implementational reports are useful for educators wanting to establish site-based management procedures. Site-based management studies described 1) site-based management as a management system, 2) attitudes about shared decision-making, 3) participants in site-based management, and 4) specific aspects of site-based management.

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several trends in the results are noted. First, shared decision-making often did not occur because superintendents, administrators and school boards did not relinquish their decision-making authority. Second, school site councils functioned more as advisory groups than as decision-making groups. Lack of training in participative decision-making was a problem cited by several researchers. Third, unclear definitions and sketchy implementation plans created problems in the change from centralized to decentralized organizations. Fourth, most site-based managed schools did not make decisions about budgetary, curricular and personnel issues. Fifth, the implementation of site-based management depended on the principal's role as advocate or adversary of decentralization.

Studies: Humanistic Organization Theory

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization theory. The literature on site-based management has been linked to three indicators of decentralization. These indicators are flexibility in decision-making, accountability and productivity. As the argument goes, decentralization demonstrates an effective use of human resources. Expectations of humanistic organization theory include improved decision-making due to increased employee

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participation in the decisions, responsible employee self-direction and control, and increased satisfaction.

While site-based management literature is very limited, that is not the case when studying humanistic organization theory. Humanistic organization theory has developed from the work of McGregor, Argyris and Likert (Bolman and Deal, 1984). The employee is viewed as an innovative, responsible and valuable contributor to the organization. According to this model, it is the manager's duty to foster the employee's talents by creating an encouraging work environment, by allowing participation in all levels of decision-making, and by ensuring that there are opportunities for self-direction and control in the workplace. The model's focal point is the quality of the decisions (Miles, 1965). The theory argues that when employees play a significant role in making decisions, those decisions will be better. A by-product of increased employee involvement will be improved performance and greater satisfaction. According to Perrow (1986), "there is only a little empirical support for the human relations school" (p. 114).

Historically, the main question in human relations studies was: What is the relationship between satisfaction and performance/productivity? Job satisfaction is defined as "the pleasurable emotional state resulting from the perception of one's job as fulfilling or allowing the fulfillment of one's important job values, providing these

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values are compatible with one's needs" (Locke, 1983, p. 1342). Lawler and Porter (1980) and Perrow (1986) summarized the literature on the relationship of satisfaction and performance. Early theorists felt that job satisfaction lead to greater productivity, but research did not support that theory. Vroom's study (1964) of satisfaction and performance found a consistent correlation between the two. However, more significantly, Vroom learned that satisfaction had more effect on attendance and turnover: satisfied employees had low absenteeism and little turnover. In a 1967 study, Lawler and Porter "showed that satisfaction depends on performance, but does not cause it," rather "satisfaction is caused by [performance]" (p. 277). Petty, McGee and Cavender (1984) concurred, but also concluded that dissatisfied employees tended to be less productive. The more researchers studied productivity and satisfaction, the more they realized that innumerable organizational variables affected the outcomes. Employee participation in decision-making was one such variable.

And so, two new questions arose: What is the effect of participative decision-making on productivity (performance)? And, what is the effect of participative decision-making on satisfaction? Participative decision-making is defined by Locke and Schweiger (1979) as "participation in the process of reaching decisions" (p. 275). The content of the decisions varies as does the degree of participation from no

participation to consultation to full participation. Ford, Armandi, and Heaton (1988) give several reasons for participation: People are satisfied when their opinions are valued; groups create more alternatives; participants understand the decisions and are less fearful; better communication occurs; participants are motivated and committed. These reasons were expanded by Miller and Monge (1986) who classified them as 1) cognitive models of participation in which employees are valued for their expertise; participative decision-making leads to increased productivity; 2) affective models of participation in which the employees are motivated by their involvement; participative decision-making leads to satisfaction; and 3) contingency models of participation which "suggest that no single model of participation is appropriate for all employees in all organizations" (p. 733); the results of participation vary for each individual.

Early critics of employee participation argued that "any structural arrangement that greatly increases the power of lower level participants may threaten the capacity of the organization to achieve its fundamental purpose" (Wexley and Yukl, 1977, p. 39). They felt that human relations theorists advocated an informal structure which "frequently results in role conflict and ambiguity for individuals, which in turn result in lower satisfaction and performance" (House and Kerr, 1973, p. 173). Mohr (1982) concluded that his research

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"supports the . . . conclusion that the effect of participation on satisfaction, just as on employee performance, is unstable" (p. 141).

However, other researchers found the opposite to be true. Regarding participation, productivity/ performance, and satisfaction, there have been several studies of studies. Filley, House and Kerr (1976) examined thirty-eight studies on participation. They found that shared decision-making lead to greater employee satisfaction and/or performance. Miller and Monge (1986) performed a meta-analysis of forty-one studies of the effect of participation on satisfaction (1953-1984) and twenty-five studies of the effect of participation on productivity (1939-1979). They concluded that "participation has an effect both on satisfaction and productivity. [The] analysis indicates specific organizational factors that may enhance or constrain the effect of participation" (p. 746). Locke and Schweiger (1979) examined seventy-five studies of participative and directive management. They concluded that neither is better than the other when considering productivity, but participative management was better than directive when considering satisfaction. In general, researchers agree that participative management positively affects both productivity and satisfaction.

Most research about participation, productivity and satisfaction occurs in private sector organizations, but

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there have been studies in educational organizations. Duke, Showers and Imber (1981) examined studies of participation and educational decision-making and found support for the argument that teacher participation in decision-making results in higher job satisfaction. However, they also learned, from other studies, that 1) non-participative decision-making resulted in increased job satisfaction and 2) increased job satisfaction resulted when teachers participated in certain decisions and not others. These conclusions are supported by Conway (1984) who also examined similar educational studies. He found that proponents of educational shared decision-making promote the myth that

Participation in organizational decisions increases satisfaction with the organization and the job.

Although the cumulation of studies tends to support this proposition, there still occurs about one in three empirical studies that does not confirm the proposition. Satisfaction is a function of the type of decision that participants are involved in as well as their degree of involvement. Too much participation detracts rather than contributes. (p. 32)

Neither is participative decision-making limited to school personnel only. Several studies (Comer, 1980; Jenni and Mauriel, 1990; Tangri and Moles, 1987) of parental involvement in shared decision-making and their satisfaction with the school indicate a positive relationship.

In business, productivity is more easily measured than it is in education. Educational productivity concentrates primarily, but not exclusively, on improved student achievement, but it is difficult to relate achievement to any

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one variable. An examination of educational shared decision-making and productivity by Conway (1984) highlighted two studies. One examined increased teacher participation in decision-making and increased teaching quality. The researchers learned that students regarded as effective teachers those "who were freed to teach rather than attend to administrative tasks, yet who were still consulted on issues that directly concerned the classrooms" (p. 29). Teachers who were more participative in decision-making were not rated as highly. In the second study of high teacher participation in high and average achieving schools (based on standardized testing), researchers found that there was no significant difference between the two. Conway wrote that "the cumulative evidence at this point in time seems . . . to indicate that mid-level participation is probably desirable for both effective teaching and student achievement" (p. 29). And Duke, Showers and Imber (1981) recommended that researchers locate "schools . . . in which teachers are involved in making school-level decisions and conduct longitudinal research on the relationship between teacher involvement and school outcomes" (p. 347).

Summary of Studies of Humanistic Organization

Theory

A review of human relations literature has been presented. Humanistic organization theory views the employee as an innovative, responsible and valuable contributor to the

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organization. The manager fosters the employee's talents by creating an encouraging work environment, by allowing participation in decision-making, and by providing opportunities for self-direction and control. Theorists contend that increased employee involvement will result in improved performance and greater satisfaction.

Studies of the relationship of job satisfaction and performance indicated that better performance leads to increased job satisfaction. Participative decision-making and its relationship to satisfaction and productivity have been examined by numerous researchers. In general, they agreed that participative management positively affected both productivity and satisfaction. In educational organizations, the results were not as conclusive since there were studies supporting the positive relationship of teacher participation and job satisfaction as well as studies which questioned it. The latter studies raised issues about the degree of teacher involvement and the kinds of decisions they consider. Studies of teacher participation and improved productivity indicated that selective participation, rather than total participation, may result in improved teaching and/or student achievement. Authors encouraged continued research of these topics.

Descriptive Studies: Elementary School Practices

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic

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elementary schools and as it exhibits the combination of humanistic organization theory and decentralization theory. To do so, this study was a descriptive field study. Since descriptive field studies attempt to collect all the necessary details to provide a complete picture of a particular group, activity, or situation (Jones, 1985; True, 1989), a review of descriptive field studies of elementary schools will be presented.

One study of a North American Indian residential school was conducted by King (1964) for his doctoral dissertation. He believed that Indian schools provided the opportunity for the dominant white society to impose its educational and social norms on the subordinate Indian society. Therefore, his purpose was to discover what "actually happens at Indian schools" (p. 1) especially regarding communication and interaction patterns. The school was comprised of one hundred sixteen students, beginners through grade four; it was possible for students to attend the school into their teen years. For one year, King became a full-time teacher at the school and moved, with his family, into the local community. As a participant observer, he collected data by conducting informal interviews, reviewing standardized test results, administering questionnaires and keeping an extensive journal of events, interactions and personal histories. Through his experience, King learned 1) that there was little communication or common understanding of

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either white culture by Indian citizens or Indian culture by white citizens; 2) that the school organization was structured according to white societal norms rather than Indian norms; and 3) the school was a microcosm of larger society: white society dominates and Indian society adapts.

Another field study of an Indian school was done by ethnographer, H.F. Wolcott, in 1967. This case study described how the formal educational system provided by the Bureau of Indian Affairs often conflicted with the Indian culture's more informal system. The study occurred in a day school for Indian children who lived outside the village of Kwakiutl; the school employed six teachers. Like King, Wolcott became a full-time teacher because he felt that the "teacher role gives the fieldworker legitimate areas of inquiry among parents, particularly regarding expectations and hopes they hold for their children and how they expect the school to help" (p. 5). He kept a journal which included conversations, personal reactions, interactions, and travel experiences. As part of their classwork, students were asked to write daily journal entries from which Wolcott learned much about Indian culture and activities. In school, Wolcott kept a record of personal observations, devised sociograms, and examined standardized test results, attendance records, correspondences and publications. His research resulted in a description of the villagers' attitudes about education, the relationships between parents and teachers, the students'

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Ethnographic research in selected urban, elementary classrooms was done by Moore (1967) so that outsiders could experience urban classrooms first-hand and overcome the culture shock which often occurs. He organized teams of observers in several schools; the teams spent at least one day in each classroom of a given grade. Moore valued this type of research because

the science of man must start with detailed observations of action itself. Then the investigator, after patient recording of the action and identification of the actors, may attempt to find an explanation for the behavior which he has observed. (p. 2)

The observers described the classroom environment and recorded teacher and student actions, conversations and activities. Moore compiled the research into a book which detailed urban student life and educational processes. Through it, he encouraged new urban teachers 1) to challenge and stretch their own cultural beliefs and 2) to become anthropologists, willing to continue to learn others' ways.

Another urban, elementary school field study (Rist, 1973) attempted "to show that the system of public education in the United States is specifically designed to aid the perpetuation of the social and economic inequalities found within the society" (p. 2). The study was longitudinal and occurred over a period of two and one-half years. The researcher was a participant and non-participant observer of

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a group of black children's school, home and peer experiences. For the first year, he observed kindergartners twice a week. He visited these same children when they were in first grade, but did not observe them again until they were second graders. Rist made formal notes after the observations and visitations; he ate lunch with the faculty and observed their conversations; he attended parent meetings, field trips, school assemblies; he was present for student medical exams, library periods, speech classes, lunch recess and change of class; he interviewed administrators, teachers and parents; and he visited children at home and participated in some of their leisure and sports activities. Through the study, Rist found that teachers gave deferential treatment to students expected to do well and this deference followed the children from grade to grade. In essence, the school created a caste system based on achievement or expectations of achievement (p. 91). These elementary school children learned that, like society, the middle class controlled the poor and the poor, in turn, adapted to the control.

In the same vein, Ogbu (1974) undertook an extensive field study of minority children in which he argued that minorities failed in school because they were both reacting to and adapting to the limited opportunities "to benefit from their education" (p. 12). In other words, parents and students felt their job opportunities were not commensurate

with their education, so there was no need to perform well in school. The study examined more than elementary school practices, but only that portion is presented here. The field research techniques included 1) visitations at churches, group meetings and activities, and homes in order to build rapport; 2) detailed surveys about parental educational achievement; 3) intensive taped interviews of entire families and less detailed student and other adult interviews; 4) meeting attendance and review of pertinent documents. In each elementary, junior and senior high school, Ogbu interviewed and observed students; examined records, reports, school board minutes, bulletins and memos; and attended meetings. The researcher learned that this minority group failed in school because "they are not serious about their schoolwork, and therefore make no serious effort to try to succeed in school" since they "see a lack of opportunities for them to get good jobs with good wages when they finish school" (p. 97). Ogbu believed that the schools fostered this attitude when he identified a communication gap between the non-minority teachers and the school community: each group stereotyped the other and the educators neither understood the minority culture nor believed in the students' educational abilities. Finally, Ogbu discovered that the schools' guidance and counselling techniques provided inadequate and improper educational counselling which reinforced and severely limited the students' "long-range

educational and occupational goals" (p. 191).

A field study of a rural elementary school (Johnson, 1985) described the social and cultural life of pre-school through sixth grade students. The researcher argued that the classroom is the place where children become members of a society which conditions them socially and culturally for their places in the larger society. Because children must adapt to a classroom way of life, Johnson referred to this adaptation as conditioning. By describing the entire culture of the school, from physical arrangements to personal interactions, the author showed how the elements of conditioning were always present and exerting pressure on the students to behave accordingly. He employed two methods of field research: minimal participation and observation. He observed each classroom for at least three days, described classroom events and activities, and kept frequency distributions on them. Johnson found that the school taught children to live in larger society through the following processes: First, students participated in a stratified society with specific initiation practices and rites of passage. Second, this stratified society valued, at different times, compliance, nurturance, competition, cooperation, independence and interdependence; the students either followed the norms or rejected them. Finally, even though schools have the power to condition children to many levels and kinds of cultures, this school immersed its

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students in a national, rather than local, culture. Johnson concluded that the school reflected the larger society's values and beliefs and trained its students to function within them.

Peshkin (1986) conducted a field study of a fundamentalist elementary Christian school and examined the relationship between religious belief and educational practices in fundamentalist schools. To do so, he and two assistants became participant observers. For nine months, all three researchers observed the community, conducted written and taped interviews, attended meetings and activities, and administered questionnaires to students, teachers and parents. During the week, Peshkin lived with a charter-member family. As a result of the research, Peshkin learned that the school noticeably displayed, conveyed, and demanded expression of fundamentalist doctrine. Since this doctrine permeated everything, the researcher concluded that school personnel taught students to be intolerant of anyone with views opposite to theirs. Peshkin also felt that the school was a total institution characterized by separation, control and totality of life. Finally, he concluded that the students received a moral education, but he questioned whether or not they shared and appreciated other people's diversity, cultures and belief systems.

Smith's doctoral research (1985) on site-based management was presented as a case study and was described

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above. However, she used field research methods in one Boston elementary school to collect her data about the school's implementation of site-based management. The research methods included interviews, observations and participant observations, questionnaires, surveys, document analysis and informal discussions. The study was conducted from June 1982 to June 1983 with the researcher visiting the school one to four times each week. While Smith observed a number of the school's aspects, she concentrated on "how site-based management implementation . . . influenced the interactions among staff, community, and principal and among principal, central office employees, and policy makers" (p. 7). As mentioned above, Smith concluded that site-based management is an organizational technique useful for those educators who believe in its concepts.

Summary of Descriptive Studies of Elementary School Practices

A review of eight descriptive studies of elementary school practices has been presented. The aim of this section was to present the field research methods used by the researchers rather than to present detailed descriptions of their studies' arguments and results. Since descriptive field studies attempt to collect all the necessary details to provide a complete picture of a particular group, activity or situation, the researchers used a variety of data-collecting methods including formal and informal interviews, document

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and test data review, questionnaires, journal-keeping, and collecting select quantitative data. They collected data as observers and/or participant observers in classrooms and faculty lounges, at meetings and formal and informal activities, and at homes and recreational events. Several researchers participated by becoming teachers in the schools and/or members of the local community. To varying degrees, the researchers immersed themselves in the schools' communities in an attempt to capture the true picture of what occurred there.

Chapter Summary

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. Three bodies of literature pertaining to this research have been presented: 1) literature and studies about site-based management, 2) studies of humanistic organization theory, and 3) descriptive studies of elementary school practices.

In site-based management, the school is the primary unit of decision-making. Elements of site-based management include each school's authority to make budgetary, curricular and personnel decisions; shared decision-making; school-site councils; processes for procuring waivers from district or state regulations; and preparation of an annual report. The

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research on site-based management identified several trends. First, shared decision-making often did not occur because decision-making personnel did not relinquish their decision-making authority. Second, school site councils functioned more as advisory groups than as decision-making groups. Lack of training in participative decision-making was a problem. Third, unclear definitions and sketchy implementation plans created problems in the change from centralized to decentralized organizations. Fourth, most site-based managed schools did not make budgetary, curricular and personnel decisions. Fifth, the implementation of site-based management depended on the principal's role as advocate or adversary of decentralization.

Humanistic organization theory views the employee as an innovative, responsible and valuable contributor to the organization. Studies of the relationship of job satisfaction and performance indicated that better performance leads to increased job satisfaction. Research indicated that participative decision-making positively affected both productivity and satisfaction. In educational organizations, the results were not as conclusive since there were studies supporting the positive relationship of teacher participation and job satisfaction as well as studies which questioned it. The latter studies raised issues about the degree of teacher involvement and the kinds of decisions they make. Studies of teacher participation and improved

productivity indicated that select participation, rather than total participation, may result in improved teaching and/or student achievement.

A review of descriptive studies of elementary school practices indicated that researchers used a variety of data-collecting methods to provide a complete picture of the groups studied. The methods included formal and informal interviews, document and test data review, questionnaires, journal-keeping, and collecting select quantitative data. Researchers collected data as observers and/or participant observers in classrooms and faculty lounges, at meetings and formal and informal activities, and at homes and recreational events. Several researchers participated by becoming teachers in the schools and/or members of the local community.

In general, school-based management researchers describe, analyze and evaluate components of site-based management. And Smith (1985) examined one elementary school's implementation of site-based management and compared actual practice to site-based management theory. However, no researcher defines site-based management as it is operationalized in schools. That is the primary purpose of this study.

Humanistic organization theory encourages employee involvement in decision-making. The literature indicates that there is a relationship between participation, job

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satisfaction and productivity, though this is not as conclusive in studies of teachers. Because site-based management is a governance structure which encourages decentralized decision-making, the second purpose of this study is to examine how the operationalization of site-based management exhibits the combination of humanistic organization theory and decentralization.

The research indicates that descriptive field studies of schools provide a description of events. Therefore, this is a descriptive study of two Catholic elementary schools. Its purpose is to define site-based management as it operates or fails to operate in these schools and as it exhibits the combination of humanistic organization theory and decentralization.

CHAPTER III

METHODOLOGY

The purpose of this study was to describe and explain two actual cases of site-based management. The purpose was also to explain how these cases exhibited the combination of humanistic organization theory and decentralization theory using select indicators from these theories. To do so, a descriptive field study was undertaken.

Theoretical Framework

Descriptive field studies attempt to collect all the necessary details to provide a complete picture of a particular group, activity, or situation (Goetz and LeCompte, 1984; Jones, 1985; True, 1989). The researchers' roles are as participants which enable them to understand the phenomenon under investigation (Firestone, 1987) by engaging in the group, activity or situation. One method of participation is that of complete observer in which researchers do not interact with "informants" but observe them in their setting (Gold, 1957). As complete observers, researchers are detached from the activity and record and analyze what is observed. They observe the situation and

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remain emotionally uninvolved in it (Borg and Gall, 1989). However, Goetz and LeCompte (1984) observed that this "dispassionate observer . . . acquires some role and status . . . and becomes, to some extent, a participant, [which] need not be a liability" as long as the "consequences of being a participant" are noted (p. 143).

While observing, researchers may raise questions which require clarification by the respondents (Gold, 1957); they may then schedule unstructured interviews which allow adaptability by both researcher and respondent (True, 1989). Another data source in field research is the semi-structured interview comprised of questions which guide researchers while still allowing them to probe (True, 1989). The semi-structured interview is objective, but enables researchers to explore the respondents' opinions and behaviors (Borg and Gall, 1989; Jones, 1985).

In order to present an accurate description, field researchers may also collect quantitative data through closed-ended questionnaires and document analysis. Closed-ended questionnaires require specific answers and are easily tabulated and analyzed (Borg and Gall, 1989). Document analysis enables researchers to examine written materials in an objective and systematic manner and to substantiate data gathered from observations and interviews (Borg and Gall, 1989, Goetz and LeCompte, 1984).

By using both qualitative and quantitative data, field

researchers combine "methodologies in the study of the same phenomenon" (Denzin, 1978, p. 291). Through this process of triangulation, researchers have more confidence in the results and uncover the deviance in the phenomenon (Goetz and LeCompte, 1984; Jick, 1984). Jick indicates that replication is a major drawback of triangulation.

Sample size is important in field research and quite often the sample is limited to one or two sources (Mintzberg, 1984). However, Glaser and Strauss (1967) indicate "that if the relationship holds for one group under certain conditions, it will probably hold for other groups under the same conditions" (p. 106). Mintzberg (1984) concurs,

In our work we have always found that simpler, more direct methodologies have yielded more useful results. . . . What is wrong with samples of one? Why should researchers have to apologize for them? Should Piaget apologize for studying his own children, a physicist for splitting only one atom? (P. 315)

In the Review of Literature (Chapter II), eight field studies were described in some detail. The researchers employed various combinations of qualitative and quantitative research techniques to procure data. The researchers tried to present a true picture of each situation. Table 1 summarizes the field methods of six researchers and, with one exception, depicts the process of triangulation. These researchers were selected because, like the author of this study, they were complete observers, not participant observers.

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Table 1

Field Methods of Six Select Researchers

Acting as Complete Observers

Researcher	Study Sample Size	Methods Used
Moore (1967)	Urban Classrooms Three elementary schools	Teams of observers
Rist (1973)	Societal Inequality One elementary school	Observer Participant observer Interviews
Ogbu (1977)	Minority Failures One elementary, one junior high, one senior high school	Observer Interviews Surveys Document analysis
Johnson (1985)	Rural Schools One elementary school	Observer Participant observer
Smith (1985)	School-based Management One elementary school	Observer Participant observer Interviews Surveys Document analysis
Peshkin (1986)	Fundamentalist Schools One elementary school	Observer Participant observer Interviews Questionnaires

Exploratory Questions

The intent of this study was to describe two actual cases of site-based management using select indicators from humanistic organization theory and decentralization theory. The indicators were flexibility in decision-making, productivity, accountability, decision-making and performance, responsible self-direction and control, and satisfaction. The research was guided by the following questions:

1. How is site-based management operationalized in these two schools?
2. What are the variations of decentralization relative to:
 - a. Flexibility in decision-making
 - b. Accountability
 - c. Productivity
3. What are the variations of humanistic organization theory relative to:
 - a. Decisions and performance
 - b. Staff self-direction and control
 - c. Satisfaction
4. What trends exist on the following school outcomes:
 - a. Student achievement
 - b. Teacher effort/commitment
 - c. Satisfaction: Parent, student
 - d. Attendance: Teacher, student

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The following information was furnished by the FBI, New York, on 10/10/68:

- 1) Varying
- 2) A few
- 3) Many

- e. Stability: Teacher, student
- f. Parent participation

Method of Data Collection

The study is a descriptive field study. A research sample was secured from January through June 1990. Field work occurred from October 1990 through January 1991 with the researcher spending a period of two months in each school (Appendix A).

The primary methods of data collection were semistructured and unstructured interviews. Secondly, the researcher was a complete observer at all faculty, department, student, school board and parent committee meetings. Thirdly, data was collected through closed-ended questionnaires and by document analysis.

Sample

The study sought to explicate site-based management as it operates and as it affords hope for educational improvement. A review of the literature indicated that site-based management operates differently at each school or within each district (Marburger, 1985). However, there are seven key elements of site-based management (David, 1989).

These elements are:

- 1) Various degrees of site-based budgeting affording alternative uses of resources
- 2) A team operation affording groups to expand the basis of decision-making
- 3) School-site advisory committees with key roles for

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- 4) Increased authority by school participants for selecting personnel who are assigned
- 5) Ability to modify the school's curriculum to better serve their students
- 6) Clear processes for seeking waivers from local or state regulations that restrict the flexibility of local staffs
- 7) An expectation for an annual report on progress and school improvement. (p. 46)

Not only did a number of Catholic schools have the elements of site-based management, but the schools also operated within a school system. Therefore, it was decided to use exclusively Catholic schools, not only because they were all site-based managed, but they offered several variations on the theme. The intent of this research was to examine and evaluate the effectiveness of these variations.

The first step in securing a sample occurred in January 1990. The researcher met with an associate superintendent for a large metropolitan Catholic school district in order to identify Catholic elementary schools utilizing the elements of site-based management. Nine schools were identified and three were subsequently eliminated because critical criteria were no longer being met.

The second step took place between January and June 1990. An introductory letter (Appendix B) was sent to the six remaining schools requesting a meeting to ensure that the schools met the qualifications of site-based management and to establish their willingness to participate. One school withdrew prior to the meeting. Another school was eliminated because it did not have a school-site advisory

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committee, an element deemed essential to the true meaning of site-based management. Four schools remained and the researcher met with each principal during May and June. All four schools qualified and two were selected with what appeared to be enough variation to be examples of the case. Glaser and Strauss (1967) indicate "that if the relationship holds for one group under certain conditions, it will probably hold for other groups under the same conditions" (p. 106). Therefore, we may argue that the sample size was sufficient.

Two elementary schools from one Catholic school system were studied. Kwanzaa School was an urban school offering enrollment in kindergarten through grade eight; it had two special education classrooms. Ninety-seven percent of its 580 students were black. The majority of students were neither Catholic nor parish members. Their parents chose to send them to Kwanzaa rather than to their neighborhood public schools. Kwanzaa had two co-principals, both of whom have served in that position for eighteen years. There were twenty-five full-time teachers, two part-time teachers and a full-time guidance counsellor. The local school board was a policy-making board. The Fathers' Club (athletics) and the Mothers' Club (service and fundraising) were additional parent boards with varying degrees of decision-making power. The principals sent monthly newsletters to the parents and parents received written reports of annual standardized

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Rainbow School was a suburban elementary school offering enrollment from pre-school through grade eight. There were 454 students, eighty-three percent of whom were white. Seventy percent of the students belonged to the school's affiliated parish; the other thirty percent did not belong to the parish which did not necessarily mean that they were not Catholic. The principal had been at the school for twelve years. She had an assistant principal who was also a full-time teacher. The principal, the assistant principal and the full-time guidance counsellor operated as an administrative team. There were eighteen full-time and five part-time teachers. The local school board was a policy-making board. The P.T.A. and the Sports Board were other parent boards with varying degrees of decision-making powers. The principal sent newsletters to the parents monthly and parents received written standardized test score results. Parent-teacher conferences were held twice each year. The principal hired the teachers after they had been approved at the diocesan central school office. Curriculum was determined by Rainbow faculty and administration.

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Procedures for Implementation

The study is a descriptive field study which occurred from October 1990 through January 1991. The methods of data collection included semistructured and unstructured interviews, observations at meetings, closed-ended questionnaires, and document analysis.

Entry

The researcher spent two months at each school. Prior to the first research day, a letter (Appendix C) was sent to faculties and staffs describing the study's purpose and the procedures for data collection. Kwanzaa principals introduced the researcher to faculty and staff at lunch on the first day; the Rainbow principal did so at a faculty meeting two weeks prior to the researcher's starting date. In their newsletters, the principals informed parents and students of the researcher's presence and purpose (Appendix D). Each day, she arrived at school thirty minutes before the students and remained a minimum of fifteen minutes after they left. She also attended faculty and/or committee meetings held before or after these times.

To obtain a true picture, participant observer studies require free access to all pertinent school happenings (Borg and Gall, 1989). At both schools, the researcher was free to move about as she pleased. However, since the study did not examine classroom operations, classroom visitations were limited, at the researcher's request, to those teachers

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inviting her. Lunch was eaten with the faculty, but, in order to maintain objectivity, no comments were offered about the principals' administrative abilities and/or decisions. Since the researcher had been a principal, no comments or suggestions were given for handling certain situations. As a complete observer, rather than a participant observer, the researcher maintained objectivity (Borg and Gall, 1989) by not attending faculty social events held after school hours at homes or restaurants. She attended teachers' birthday parties and monthly breakfasts held at the schools. Her relationships with administrators, faculties and staffs were good, even to the point of receiving gifts on her last day. Of eighty-five people, only two refused to be interviewed.

The researcher attended all faculty, department, student, school board and parent committee meetings as well as any special meetings called by the principals. Prior to attending parent committee meetings, each chairperson was contacted and the study and procedures for data collection were described. At the committee meetings, the chairperson introduced the researcher who then personally described the study and its procedures.

Interviews

The primary methods of data collection were semistructured and unstructured interviews. The semistructured interview is consistent, but allows the

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researcher to explore the respondents' opinions (Borg and Gall, 1989; Jones, 1985). An interview guide (Appendix E) was prepared in order to acquire an understanding of the operationalization of site-based management and to provide the same interview experience for all participants (Borg and Gall, 1989; Stewart and Cash, 1982). The interview guide was comprised of questions which were open-ended and based on the study's exploratory questions as specifically informed by the works of Brooke (1984), Brown (1990), Clune and White (1988), David (1989), and Miles (1965).

This study describes site-based management as it operates or fails to operate in two schools. Therefore, interviewees were those people who had first-hand knowledge of budgetary, curricular and personnel decision-making. These "key informants" (Goetz and LeCompte, 1984) were all administrators, faculty, staff members, and parent committee officers. The school personnel were asked to make appointments for individual interviews. If appointments were not made, the researcher reminded people to do so. However, participation was voluntary. Of eighty-five people, only two refused to be interviewed. Group interviews were conducted with parent committee and school board officers.

According to Spradley (1979), there are three elements in an ethnographic interview: 1) the purpose, in which the researcher states specifically what the interview is about; 2) the explanations, in which the researcher describes the

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research project and procedures; and 3) the questions, through which the researcher gathers information. In this study, the researcher began all interviews with the same introduction (Appendix E) which included a brief definition of site-based management, its existence in Catholic schools, a request to tape record the interview, and the assurance that interviews were confidential. Eighty-three interviews were tape-recorded and then transcribed by the researcher into three hundred ninety-two (392) typed pages. The average interview took thirty to forty-five minutes. Most interviewees were relaxed, but apologized if they did not know how to respond. For the most part, they could not answer certain questions if they were new to the school or uninvolved in the decision-making. They were informed that there were no correct answers. However, after five interviews, the interview guide was adjusted. One question (How are decisions made about budget development?) was eliminated because respondents felt that was addressed in the first series of questions. And another question was added since it was a recurring theme: How are decisions made about salary?

Unstructured interviews occurred as needed. Often, after observing meetings or examining documents, questions arose. The researcher clarified these issues with the appropriate personnel. Since a daily journal was kept, the answers were recorded there.

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In preparation for this study and to learn the techniques of participant observation, a field research methods course was taken in spring 1989. Observational techniques and reporting procedures were learned and practiced in a field study of emotionally and physically impaired children and adults. Critiques of three professional field studies were also required.

As complete observer, the researcher is detached from the group and emotionally uninvolved in it (Borg and Gall, 1989; Gold, 1957). For this study, the researcher was a complete observer at all faculty, department, student, school board, and parent committee meetings which were usually held before or after school or in the evenings. The purpose was to determine the operationalization of site-based management within each school. To this end and using the interview questions as a guide, notes were taken during the meetings. Quite often, meeting participants invited the researcher to sit at the table with them, but their offers were declined in order to maintain objectivity. Generally, she sat six to ten feet away at the side and tried not to make eye contact with the participants. Table 2 indicates meeting attendance. In four months, the researcher observed fifty-two meetings. Kwanzaa's school board never met in two months and, even though the researcher called the president and the principals several times after she finished there, she was not invited

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Table 2

Meetings Observed During Field Study

Meeting Type	Number
Faculty Meetings	6
Curriculum Meetings	7
Special Topics	15
Student Council; Schools Without Drugs (Student Meetings)	10
Rainbow School Board Meetings	2
Rainbow School Board Sub-Committee Meetings	3
Parent Committee Meetings	9
Total	52

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In addition to meeting observations, a daily journal was kept in which the researcher recorded unplanned conversations, observations pertinent to the study, and answers for clarification. Each evening, journal notes were typed.

Questionnaires

Data to determine levels of parent, teacher and student satisfaction, commitment and/or participation were collected by closed-ended questionnaires which required specific information (Borg and Gall, 1989). The questionnaires were informed by the works of Bacharach et al. (1990), DeRoche (1981), Frymier et al. (1984), and Mangieri (1984). Because the questionnaires were based on these works, no pretesting was done.

The purposes of the parent questionnaires (Appendix F) were to determine satisfaction, commitment and participation. The introduction included a brief description of site-based management and directions for completing the questionnaire. Participation was voluntary and anonymity was assured. Each family received a questionnaire and, in two-parent families, both were encouraged to complete it. Questionnaires were returned to the school offices in envelopes provided by the researcher and addressed to her.

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information by mail, four hundred sixty-three (463) questionnaires were mailed; four hundred thirty (430) were sent by third class mail and thirty-three were sent first class, as the school office does. A notation in the December parent newsletter indicated that questionnaires had been sent and requested their return. Fifteen parents subsequently asked for new questionnaires which they received. One hundred fifty-one (151) questionnaires were returned, but eleven were mismarked and invalid. Therefore, thirty percent of the families returned valid questionnaires. The total number of Kwanzaa respondents was one hundred sixty-seven (167).

Rainbow students delivered important school information sent from the school office to their parents. Using this method, three hundred twenty-one (321) questionnaires were sent to the parents. One hundred ninety-five (195) questionnaires were returned, but eight were mismarked and invalid. Therefore, fifty-eight percent of the families returned valid questionnaires. The total number of Rainbow respondents was two hundred fifty (250).

During the teacher interview a four-question survey was administered to determine satisfaction (Appendix E). The teachers also submitted written questionnaires (Appendix G) which determined their commitment. Participation was voluntary and anonymity was assured. Questionnaires were returned to the school offices in envelopes provided by the

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researcher and addressed to her. Twenty-three questionnaires were distributed at Kwanzaa. Twenty were returned, but four were mismarked and invalid. Seventy percent of the Kwanzaa teachers returned valid questionnaires. Twenty-six questionnaires were distributed at Rainbow. Twenty-one were returned, but three were mismarked and invalid. Sixty-nine percent of the Rainbow teachers returned valid questionnaires.

The purpose of the student questionnaire (Appendix H) was to determine satisfaction. A consent form (Appendix I) requesting permission to interview students was sent to the parents and returned to the researcher. Several parents requested clarification and this was done in person or by phone. Prior to completing the questionnaires, the students were informed that this was a survey to see how satisfied or dissatisfied they were with various school aspects. Participation was voluntary and anonymity was assured. First and second grade students individually and orally completed the questionnaire; the researcher asked the questions and used happy/unhappy faces to elicit responses. Other students completed the questionnaires in the hallways outside their classrooms; the researcher guided their work and the teachers were not present. Four Kwanzaa questionnaires were mismarked and invalid. One hundred sixty-one (161) Kwanzaa students, thirty percent, and two hundred forty (240) Rainbow students, sixty-two percent, completed valid questionnaires.

Document Analysis

The last method of data collection was an analysis of school documents, including student achievement records, local and district level policy books, newsletters, budgets, past meeting minutes, student and teacher attendance records, student enrollment records, teacher tenure records, and other documents pertinent to the study. The principals permitted access to all materials. Generally, documents from July 1987 through January 1991 were examined and the researcher kept all identities confidential. This research phase provided a check-and-balance (Borg and Gall, 1989; Goetz and LeCompte, 1984; Jick, 1984) on the information received through the interviews and the observations.

Using the exploratory and interview questions as a guide, specific information (Appendix J) was gathered and recorded about certain school outcomes including student achievement and teacher and student attendance and tenure. Both schools began using the National Tests of Basic Skills in 1988. Therefore, to analyze student achievement, test scores from spring 1989 and 1990 were studied. To determine trends in teacher and student attendance, first quarter 1990 attendance records were examined. Student turnover from two consecutive school years (1989 and 1990) was studied because that was the only specific data available. Teacher tenure data was gathered in the interviews.

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minutes from July 1987 through January 1991 were analyzed using the interview questions as a guide. The purpose was to determine budgetary, curricular, and personnel decisions made by the various organizations. Written notes were made about the decisions. Quite often, the notes were clarified in the unstructured interviews.

Summary

This is a descriptive field study which occurred from October 1990 through January 1991. The researcher was welcomed into both schools and had access to all materials and school activities. The primary methods of data collection were semistructured and unstructured interviews of individuals and groups to determine the operationalization of site-based management. Another data source was observation of all faculty, department, student, school board, and parent committee meetings. Closed-ended questionnaires were collected from parents, teachers and students to determine participation, satisfaction and/or commitment. Finally, school documents were analyzed for specific information about revenue and expenditures, student achievement, teacher and student attendance and tenure, and budgetary, curricular and personnel decision-making.

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Data Analysis

Because a variety of methods was used, there were several methods for data analysis. Data was collected primarily through semistructured interviews. Using an interview guide, eighty-three individual or group interviews were conducted. All interviews were tape-recorded and then transcribed by the researcher into three hundred ninety-two (392) typed pages. There were several steps in the interview analysis process:

- 1) The researcher read all the interviews to determine general themes. Because she personally transcribed each interview this was the second reading.
- 2) Since each interview was conducted in the same manner, respondents' answers were naturally categorized by question. In a third reading, question by question, a categorical chart was developed to cross-reference responses and remarks pertaining to questions other than the one being addressed.
- 3) When presenting data on budgetary, curricular and personnel decisions, the researcher:
 - a) reread the answers pertinent to each area
 - b) categorized them according to (1) the types of decisions and (2) the indicants of humanistic organization theory and decentralization
 - c) examined them for similarities and variations

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Unstructured interview notes and observational notes were kept in a journal which the researcher reread and categorized according to budgetary, curricular and personnel decision-making. When analyzing minutes of meetings and other school documents, notes were made according to the three major decision-making areas. The researcher then had a way to substantiate the data about budgetary, curricular and personnel decision-making. Documents from 1 July 1987 through January 1991 were examined.

Document analysis also included a review of student achievement records (1989 and 1990), current first quarter student and teacher attendance records, student enrollment records (1989 and 1990), and teacher tenure records. Using the exploratory questions, the researcher designed charts and tables on which to record the information. After analyzing the charts and tables, trends about certain school outcomes became evident.

Parent, student, and teacher questionnaires and surveys were tabulated on frequency tables (Appendices K-N) and then converted to percentages. However, analyzing parent commitment questionnaires was problematic. The questionnaire replicated a questionnaire developed by Frymier et al. (1984) in which parents indicated their annual participation in certain school activities. The directions on my questionnaire were, "Indicate the number of times you

participate in each of these activities during the school year." Some parents used numbers while others used descriptive words such as, "once a week," "twice a month," or "each time." In some instances, the phrases were translated into numbers. For example, there were two parent-teacher conferences. If a parent responded "each time," the response was translated to "two." However, for other instances, the descriptive phrases were used on the tables. Therefore, the frequency tables use both numbers and words. After examining the frequency tables, trends about certain school outcomes became evident.

Reliability and Validity

Borg and Gall (1989) present Louis Smith's criteria to determine the validity of participant observation studies:

1. Quality of direct on-site observation. Participant observation reduces the group's ability to mask what is really happening.
2. Freedom of access. The researcher has broad access to events and materials in the setting.
3. Intensity of observation. The researcher spends a great deal of time at the site to acquire a complete picture.
4. Qualitative and quantitative data. The researcher collects both types of data.
5. Triangulation and multimethods. The researcher uses

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6. Sampling of data. The researcher procures a representative sampling.

These criteria provide a means to judge the reliability and validity of this study:

1. Quality of direct on-site observation. The researcher conducted eighty-three interviews and observed fifty-two meetings. Interviews were tape-recorded and then transcribed. Notes were taken at all meetings. It is argued that a true picture of the schools was obtained through these methods.

2. Freedom of access. The researcher had free access to all school rooms, events, and documents. It is argued that the schools were viewed as they normally operated.

3. Intensity of observation. The researcher spent two months at each school. During these months, she attended school daily, arrived thirty minutes before the students, remained a minimum of fifteen minutes after they left, and attended all faculty and/or committee meetings held outside the normal school day. While site-based management is a form of governance occurring all year, the researcher used specific interview questions to study site-based managed budgetary, curricular, and personnel decision-making. However, observation provided a means to view site-based management in practice and to substantiate some of the data. Since this study's focus was primarily on content rather than

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on process, it is argued that four months' field work provided valid and credible data.

4. Qualitative and quantitative data. Qualitative data was obtained through observations and tape-recorded interviews. Observational notes, journal entries, and transcribed interviews provided written quantitative data for analysis. As a result, data was complete and accurate. It is argued that this qualitative and quantitative data enable objective analysis.

5. Triangulation and multimethods. Data was collected through semistructured and unstructured interviews, observations, questionnaires and document analysis. It is argued that this triangulation of methodology enabled the researcher to examine site-based management from several vantage points and to corroborate the various data.

6. Sampling of data. With the exception of two teachers, all faculty, administrators and staff were interviewed. All parents were asked to complete questionnaires. Of the total parent population, forty-two percent returned valid questionnaires. Parental permission for students to complete questionnaires was given to forty-two percent of the total student population. A commitment questionnaire was validly completed by sixty-eight percent of the total teacher population; one hundred percent of interviewed faculty participated in the satisfaction survey. In four months, all faculty, department, student, school

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Chapter Summary

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. To do so, a descriptive field study was undertaken. The study was guided by questions which examined the operationalization of site-based management, the indicators of humanistic organization theory and decentralization, and trends on certain school outcomes.

The researcher was welcomed into both schools and had access to all materials and events. The primary methods of data collection were semistructured and unstructured interviews to determine the operationalization of site-based management. Another data source was observation of all faculty, department, student, school board, and parent committee meetings. Questionnaires were collected from parents, teachers and students to determine participation, satisfaction, and/or commitment. School documents were analyzed for information about revenue and expenditures, student achievement, teacher and student attendance and tenure, and budgetary, curricular and personnel decision-making.

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Because a variety of methods was used to gather data, several methods were used for data analysis. These methods included transcribed, written copies of tape-recorded interviews, observational notes, journal entries, frequency tables, and charts developed to facilitate examination of budgetary, curricular and personnel decision-making. The reliability and validity of the study is supported by the members' participation at the school sites, the objectivity of the tape-recorded and transcribed interviews and other written data, the time spent daily at the school sites, the freedom of access accorded the researcher, and the data checks provided by triangulation in methodology.

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CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. In site based-management, the local school becomes the center for educational decision making and decisions about budget, curriculum and personnel are made by administrators, teachers and parents.

In this chapter, data is presented in three sections. First, this study argues that site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy. Second, because theorists link site-based management to humanistic organization theory and decentralization theory, this study examines the variations in the theories' indicants: flexible decision-making, accountability, increased productivity, better performance, more staff self-direction and control, and increased satisfaction. Finally, trends on select school outcomes are presented. In the presentation pseudonyms are used for all

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The Setting

This field study took place in two Catholic elementary schools which are part of a large metropolitan Catholic school system. The urban school is almost all-black and non-Catholic, while the suburban school has a majority of white, Catholic students. Students are admitted to both schools according to the guidelines of federal law, but the schools reserve the right to establish admission policies based on student needs. As a result, the schools have an homogenous population which eliminates the need for specialized personnel, policies and procedures.

The principals of both schools are responsible for their budgets. They establish them, monitor them, and solicit the funds for them. Since the schools operate under straitened circumstances, one of the principals' major responsibilities is procuring adequate funds to balance the budget. As a result, the school year revolves around a series of fundraising events, deadlines for grant applications, and tuition payments. The principals direct and monitor the fundraisers, prepare the grant applications, and solicit--either directly or indirectly--the parents' payment of tuition. Likewise, the principals are accountable for any deficit spending which occurs. The principals' primary financial goal is to operate with a balanced budget.

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The curriculum in both schools is determined at the local school level and is basic: no languages are taught nor are there programs for the gifted. Several programs for students who need remediation are offered through the local public school districts. The Catholic central school office provides some guidelines about length and frequency of classes to insure that state curriculum requirements are fulfilled. Textbook selection is determined by each school's faculty and administration. If schools in this Catholic system have the same textbook for a certain subject, that happens by chance and not because it was dictated by the central office.

Regarding personnel, the central office provides some administrative direction through a policy handbook. Principals and teachers in the system do not function under the same work rules. Since no teacher union exists, there is no obligation to insure teacher tenure, seniority, due process or unified salary scale. Teachers are accountable solely to the principals for fulfilling their professional responsibilities and obligations; the principals conduct annual faculty evaluations, monitor teachers' attendance, and encourage professional growth and development.

Both schools have school boards whose purpose is to represent its constituency and advise the school administration regarding decisions that will assure the provision of quality Catholic schooling for all those children whose parents or guardians desire it. (School Policies and Rules Manual, 1988)

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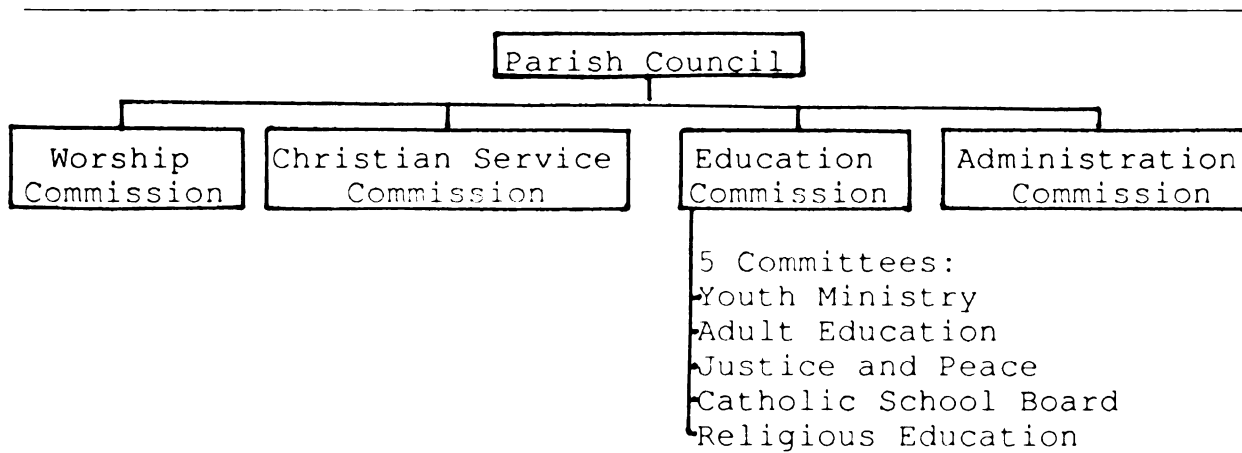
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1. Developing policies that are compatible with the school's philosophy and that will enable the school to reach its goal;
 2. Recommending the annual budget and determining the sources of funding for it;
 3. Reviewing administrative application of policy and budget;
 4. Selecting the principal;
 5. Membering and developing the committee/board itself, and
 6. Evaluating the effects of its own actions on achieving the school's goals
- (School Policies and Rules Manual, 1988)

The school board is one entity in the parish governance structure. The parish organizational chart is given in Table 3. Rainbow parish adheres to the organizational structure, but Kwanzaa parish does not. Rainbow's school board is more active than Kwanzaa's.

Table 3

Parish Organizational Chart



Source: Policies and Rules for the Catholic Schools of the Archdiocese of Detroit prepared by the Catholic Schools Division of the Department of Education, 1988.

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The Operationalization of Site-based Management

The argument in this study is that site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy. Site-based management is possible when the local school operates as an autonomous unit. That is, the control of the school resides at the local level rather than at the district level. Local school personnel, including administrators, teachers and parents, are committed to a common mission designed for their own students. The absence of bureaucracy enables the participants to quickly diagnose and remedy problems peculiar to their schools.

As argued, the school site becomes the principal's "personal field" in which he or she manages the decision-making processes by determining the subject matter of the decisions, the participants in the decisions, and their degree of participation in decision-making. The principal accepts primary responsibility and assumes the central role which in less site-based managed schools is most commonly held by the district superintendent and staff. The absence of bureaucratic prescriptions enables the principal to maintain centrality and to develop a reciprocal relationship with the faculty and staff.

As the argument continues, site-based management is possible when the teachers are empowered to participate in

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decisions related to budget, curriculum and personnel. They have "opportunities for autonomy, responsibility, choice and authority" (Lightfoot, 1986, p. 9) in decisions about programs and policies affecting the needs of their students and themselves. Empowered teachers share their professional expertise and their creativity. They participate in decision-making and develop reciprocal relationships with administrators and students.

The Budget

Personnel in schools governed according to the site-based management model traditionally make decisions about budget, curriculum and personnel. Since these three decision areas are diverse, they will be considered individually. For each topic, there will be a delineation of the argument that site-based management is a function of the centrality of the principal, the empowerment of the teachers and the local school's acceptance and exercise of its autonomy. The aim is to describe the behaviors associated with principal centrality, teacher empowerment and school autonomy and to illustrate how the functions relate to each other. Site-based budgetary decisions are explored first.

The Centrality of the Principal

The argument is that site-based management is a function of the centrality of the principal which gives him or her the freedom to work in a decentralized fashion, uninhibited by

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bureaucratic regulations. It is the principal, not the superintendent, who holds the central position in terms of budgetary decision-making. The principal determines 1) the subject matter of budgetary decisions, 2) the participants in those decisions, and 3) the degree of participation. The principal implements the decisions.

The principal first identifies the subject matter of decisions and then determines participants and degree of participation according to the kinds of decisions that need to be made. At urban Kwanzaa Catholic School and suburban Rainbow Catholic School, budgetary decisions centered on three areas: 1) school budget preparation and monitoring, 2) parent clubs' budget preparation and monitoring, and 3) purchasing. In each area, the principals selected the participants and decided the degree to which the participants and they themselves were involved in the decisions.

School Budget Preparation and Monitoring

Creating and maintaining balanced budgets are among the top priorities for the principals at Kwanzaa and Rainbow schools. The principals have been preparing and monitoring the annual budgets for the last twelve to nineteen years. Parents and/or staff members or parishioners participated in creating the budget, determining the sources of income and monitoring the budget. However, the degree of participation varied between the two schools.

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Rita has the budgetary responsibilities. She makes most of the decisions in the budgetary process, but she receives input from her bookkeepers and department coordinators:

I set up the first draft and then I take it to the business office. [The two bookkeepers] and myself basically and Sister Janet [the co-principal] . . . we go over it: like any place I have problems of where are we going to get the money? Where do we need help? Then we go through that whole thing and we pretty much come up with a budget. As far as instructional expense, we have coordinators here and they prepare the budget with the teachers--like books needed, new series they want to put in. . . . The coordinators then complete a budget and hand it in. [One of them] helps me put it into a complete form for what is it going to cost us?

One major expenditure item considered annually is the raise in teachers' salaries. The Kwanzaa principals believed that they "needed to be as just with the teachers" as they could. Since the central school office determines a salary scale based on education and years of experience, the principals decided to "aim for the archdiocesan salary." No one else participated in that decision nor challenged it.

Once Kwanzaa's budget is prepared, it is presented to the local school board and then to the parish council where Sister Rita says, "It's questioned, naturally, but . . . very quickly approved because they know a lot has been done with the bookkeepers and myself." The school board president indicated that for years the board has "rubber stamped" the proposed budget and rarely questioned it.

Budget preparation at both schools illustrates incrementalism (Wildavsky, 1986). Incremental budget preparation is a conservative process which focuses on a

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long-established base, those accepted budget items which are not intensely scrutinized from year to year. Because the budget process involves increasing and decreasing funds for budget items which are not part of the base, it is a political process. Since everyone conforms to the rules about the base and the funds for distribution and deduction, incrementalism indicates a stable and self-satisfied organization which adjusts to given conditions.

Sister Barbara, Rainbow's principal, described her budget preparation:

I prepare the budget with my secretary/bookkeeper and present it to the school board finance committee which then works on how we're going to generate those funds that we need. And then the school board has the final say-so at the school level and then it goes to the education commission which is another level and then the parish council finalizes it. . . . All along the way, [each committee] has the right to revise it. The salaries are always dictated to us by the parish administration commission, but [in preparing the remainder of the budget] we use the budget of the year before because we are really kind of a barebones operation and we know how much we spent . . . the year before. And so we raise it a certain percentage.

For the 1990-91 school year, the school board wanted a five percent increase for the faculty rather than the parish-mandated four percent increase. The board members figured a way to fund the extra percentage increase and that plan was approved by the parish council. So there is room for negotiation. School board officers reported that Sister Barbara makes most of the decisions, but they give their input and she listens to them.

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committee meetings, one of which was the first meeting for formulating the 1991-92 budget. Raising teachers' salaries was again an issue and Sister Barbara wanted the salaries to be closer to the diocesan scale than they were. To do so, according to the committee members, tuition needed to be raised. Sister Barbara had several suggestions for improving the salaries without raising the tuition because she feared that "we'll lose people like crazy." Deliberations at the meeting were stalemated and Sister Barbara asked for time to present more accurate figures, though she indicated that she was skeptical that she could increase the teachers' salaries and hold the tuition and subsidy at its present rate.

As described, budget formulation is straightforward and the principals bear the major responsibility for beginning the process and seeing it to completion. In determining annual expenditures, the principals received input from various sources including faculty, support staff, parents and non-parents; central office personnel provided direction about increases in benefits and utilities costs. Decisions about generating income involved the same people, with the exception of the central office personnel. Finding sources of income is one of the major responsibilities of the principals.

To finance Kwanzaa's \$1.1 million budget, the co-principals and the women from the business office determined that their main sources of income were tuition, fundraisers,

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Sister Rita described what is involved in generating income at Kwanzaa:

This year we didn't want to raise it [tuition] too much. We were able to do that. Our fundraisers--our two candy sales--are very important to us as far as that's concerned. This year, [the Catholic Services Appeal donation was] cut back by five thousand dollars. . . . Another thing we use in fundraising which has been good up to this year is our before- and after-school care. Now it's not supposed to be set up as a moneymaker, but on the other hand, the money that we take in does help us financially. . . . We have pictures and uniforms. I pick up everything that I can. Stationery. Every bit adds up. Those are little things. The biggest thing is tuition. . . . We've been very lucky because we've been unhampered by either the school board or the finance committee [nonexistent] or the parish council or the pastor. . . . They haven't interfered at all.

When the school board president was asked about the board's input regarding tuition increases, she responded:

There again it's kind of a rubber stamp. [The principals say], 'We need to raise the tuition.' We generally say, 'No you can't raise tuition.' They say, 'Oh but we have to raise tuition and here is why. We have to raise this money in order to give our teachers a two percent raise.' And then we all go, 'Oh my God, a two percent raise!' And we're ashamed that they're getting a two percent raise and we go, 'Okay, raise the tuition; go ahead; do it.' But there again, I think because we have been fortunate enough to have the same principals here for this vast number of years, they [the principals] know how far they can go.

As a result, the co-principals, in consultation with the business office staff, decided that each child will pay \$1730 for the yearly tuition and fees. This figure is eighty-seven percent of what it costs to educate one child; the other thirteen percent is generated through fundraising and grants. Kwanzaa parents had no input regarding the establishment of the tuition fee.

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Once Rainbow's principal determines expenditures, the \$900,000 budget goes to the school board's finance committee. This committee of five parents and the principal establishes tuition rates, determines the amount of subsidy to be requested from the parish, and establishes a level of fundraising. Two finance committee members recounted that they had to raise tuition for 1990-91, but the principal was against it. They raised the tuition to \$1046 for Catholic children belonging to the parish. This represented fifty-eight percent of the cost to educate one child at Rainbow. Non-Catholic children pay \$1675, or ninety-two percent of the actual cost. The remainder of the income comes from fundraisers and a \$202,000 subsidy from the church. Procuring that subsidy included deliberate political activity during the budget-setting process. One finance committee member stated:

This year our subsidy was much higher than what we thought. We decided that we're going to submit an unreasonable number knowing that it's not going to be accepted. The first one wasn't--it was definitely unreasonable. But we did get more than what we thought. That was the reason that we did that so that they [administration commission] would come back to us and say, 'Oh no. See what you can do.' And we still received more.

There is a significant variation in the monitoring of the budget at the two schools. At Kwanzaa, school board members indicated that they didn't "have the faintest idea" how the budget was reviewed and controlled. The principals, the business office staff and the priests indicated that

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financial monitoring was the duty of the principals and the business office:

Actually, I would say there is very little review. We know what we have to spend. [The bookkeeper] gives us an update, at least quarterly. And if I [the principal] want it more than that, . . . she'll give me an in-between one. . . . Pretty much that's done by the administration and the business office and [the bookkeeper].

They give quarterly reports to Sister. It's a close-knit thing because we talk in here [the business office]. And say that something that would throw the budget out of whack came across the desk, then we all talk and say, 'Now how did this happen? We're going to have to change this because of it.' . . . It doesn't get away from us because of the constant monitoring of it in here.

At Rainbow the school board members actively participated in a monthly monitoring of the budget:

Sister Barbara presents the budget monthly for review. We watch our figures very closely where we have problems in the school. The biggest budgetary review is the 'six-month.' No doubt about that. We have that coming up in January.

Every month we receive printouts from the parish of where we stand financially. . . . I [the principal] monitor it and then the finance committee of the school board monitors it. Every month, they get copies of those printouts. When there is a need for some kind of looking at the budget because there is a deficit, we, with the committee of that particular area [study it]. And then we do submit to the parish a six-month report at the end of December so they know where we stand and a projection for finishing the fiscal year.

At the January finance committee meeting, the principal presented the six-month report and the deficit for the year appeared to be less than one thousand dollars. Sister Barbara went through the budget line-by-line and answered all questions posed by committee members. The principal also presented the six-month report at the school board and

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Education Commission meetings. While the presentations were not as specific as that presented to the finance committee, the committee members analyzed the budget by questioning the principal about it.

Summary. In school budget preparation and monitoring, fewer parents and non-parents are involved at Kwanzaa Catholic than at Rainbow Catholic. This may be due to the fact that Rainbow adheres to the parish governance model which involves a larger group of people. Kwanzaa parish has the same structure, but does not function under it as Rainbow does. As a result, the Kwanzaa principals, in consultation with the business office staff, accepted sole responsibility for balancing the budget. Their continuing rate of success enabled the principals to control the budgetary process.

The Rainbow principal, on the other hand, operated within a bureaucracy which limited her central role in deciding who participates in the budget process. She was free, however, to determine the subject matter of budgetary decisions and the degree of board participation. Therefore, in keeping with the parish structure and in exercising her central position, she limited board participation to the following decisions: salary increase, income generation, final budget approval and monthly monitoring. The principal, with some assistance from her bookkeeper, assumed these financial responsibilities: budget preparation, approval of salary increases, approval of income generation and detailed

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monthly monitoring. The principal actively participated in budget preparation and monitoring, but she did not have the budget control which she would like.

In general, budgetary concerns are the same at both schools. However, the decision-makers had flexibility and were, therefore, creative and innovative in responding to the needs of each school.

Parent Clubs' Budget Preparation and Monitoring

Parent clubs existed in both schools. Their purposes varied, but each organization had its own budget. In all cases, the principals delegated much of their decision-making authority to the officers of each club.

Kwanzaa School was seventy-one years old at the time of the study. For many of those years, it has had a very active Mothers' Club and Fathers' Club and a number of their customs and procedures have continued unquestioned. The purpose of the Mothers' Club is to be a service organization which provides assistance at school functions and offers recreational events after school. It is not intended to be a fundraising group, but some of the activities generated a profit which was donated to the school. For the last three years, the Mothers' Club gave an annual donation of two thousand dollars. According to the officers, when the principals prepare the school budget, they rely on the donation and estimate its amount and include that as

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necessary income to the school. The Mothers' Club has its own checking account and a treasurer's report is given at the officers' monthly meeting. The officers monitor the budget, not the principals. In fact, the principals did not know if the officers were accountable to anyone in authority.

The purpose of the Kwanzaa Fathers' Club is to "promote and finance" the school's athletic programs; these do not include the daily physical education classes. The Fathers' Club administers the athletic program and holds fundraisers to generate income. The mainstay of the fundraisers is weekly bingo. The Fathers' Club annually requests that the principals prepare and submit an athletic budget which may or may not be approved by the Club officers according to whether or not the organization will be able to raise the necessary funds. The request for the current year was approximately \$23,000. When working with the Fathers' Club, the principals allowed the organization's members to direct the decision-making rather than doing so themselves. Like the Mothers' Club, the Fathers' Club has its own checking account and there is a treasurer's report at the monthly meetings. The membership monitors the budget rather than the principals. Once again, the principals did not know if the officers were accountable to anyone in authority. And yet, when the athletic director (who is also the physical education instructor) attempted to monitor his \$30,000 budget for the extra-curricular athletic program, one principal opposed him:

I used to go over there [the business office] and ask

for the first two years [budgets] and Sister Rita didn't like that. . . . She said, 'Other coordinators don't go over there.'

And I said, 'Well, this is a large sum of money and sometimes I want to go over there and doublecheck on things.'

She said I was not allowed to go over there and all I could do is submit my check requests. At first I wanted to make sure that I spent every penny that was mine, that was ours. So now I keep close track in my private records and I try to spend right up to the last couple hundred dollars.

Rainbow School also had two parent groups: the P.T.A. and the Sports Board. All parents are members of the P.T.A. whose twofold purpose is to create camaraderie among the parents and to raise a sizable donation for the school's operating expenses as well as funds for the part-time computer teacher's salary and supplies. The Sports Board raises funds for its \$65,000 athletic program and administers the program; this does not include physical education classes. Additionally, the principal requires that the Sports Board give a donation to the school. That donation was nine thousand dollars for the current school year.

Both boards created their own budgets, subject to the approval of the principal and the school board finance committee. During two months at Rainbow, the mandatory donation for the next school year was considered at two Sports Board meetings and one finance committee meeting. Sports Board members felt the donation was too high, while the principal and the finance committee felt that it was the group's obligation to contribute financially to the school rather than being a self-serving (though self-supporting)

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organization. Likewise, the principal disagreed strongly that one fundraiser used in the present year should be used again because of too few volunteers. Both topics were unresolved during the data collection, but it was obvious from the interactions that the principal controlled some budget formation and some methods of income generation.

The parent clubs' budgets were monitored monthly by the principal, the finance committee of the school board and the treasurers of the clubs:

I control all the finances of the school, but there are four organizations: the Sports Club, the P.T.A., . . . the after-school care, the cafeteria. Those are the four areas of the school whose budgets are within our [school's] budget. So we always monitor that. I monitor it and then the finance committee of the school board monitors it.

Each month the parish will generate a statement. We have our different expense numbers and income numbers assigned. Now I know, by the first week of the new month, exactly where we stand. And I know where we stand now.

Summary. In preparing and monitoring the parent clubs' budgets, the principals gave the officers of the organizations much decision-making power. At Kwanzaa, the principals neither received nor reviewed the proposed budgets. For the Fathers' Club, the principals were required to submit a budget for review! The principals did not monitor the budgets, but expected to receive the amount of money each group allocated for the school and its operations. It is unclear whether any parish authority monitored the financial statements of the two groups. In addressing the

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central role of the principal, one questions whether this lack of monitoring is good business practice and a good example of site-based management. On the other hand, both organizations have traditionally functioned autonomously and the level of trust and honesty seems to outweigh any possible impropriety such as theft or embezzlement.

Rainbow's principal exercised a more central role over the parent clubs' budgets. She allowed officers to prepare annual budgets, but she and the finance committee prepared the final budget. The principal and the finance committee also systematically monitored each budget monthly.

To varying degrees the principals participated in the preparation and monitoring of the parent clubs' budgets. In both schools, the principals extended some decision-making power to the clubs' officers which enabled the participants to be productive and creative in reaching their goals.

Faculty Purchasing

The roles of the principal, parents and advisers in decisions about the annual operating budget and parent clubs' budgets have been presented. The argument for the centrality of the principal states that the principal determines the subject matter of decisions, the participants and the degree of their participation. In determining who was to participate in budget preparations and monitoring, the principals excluded the teachers. However, at both schools,

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the principals allowed the faculty to make budgetary decisions in two areas of purchasing: Chapter 2 funds and classroom monies. Similarly, maintenance staff made several budgetary decisions. By allowing the teachers and the maintenance staff to order materials and supplies, the principals assumed the role of business manager.

Chapter 2 Funds. In generating whatever income they could, the principals applied for applicable federal grants. One grant is the Chapter 2 program for supplementary materials and equipment; the amount of money received is based on enrollment.

The local public school district notifies the principal about the amount of Chapter 2 funding allocated to the school for the year. At Kwanzaa, Sister Janet announced to the teachers that Chapter 2 funds were available and solicited their requests for materials. She invited all teachers to participate and they had the option to respond or not. During the 1989-90 school year, the two junior high science teachers asked for nine new microscopes. Since the Kwanzaa principals require a rationale for Chapter 2 purchases, the teachers indicated the following need:

Last year . . . we had [only] nine working microscopes and that was hard to divide a class up so they could all use them. So now we have fifteen and you can have two students per microscope. Those are expensive. That took up most of it [Chapter 2 funds] and I got three geology-type of microscopes for examining solid specimens.

In addition to the student-centered rationale, the principals

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wanted to be assured about the materials' usefulness. The principals then tried to purchase what the teachers requested:

They [the teachers] always recommend what they would like. Again, we review that and we try to get everything we can. We feel that's most important. Like when they wanted the microscopes. I thought they were pretty expensive, but I went to the teachers and said, 'Andy and Mary, will you really use these?' Because sometimes we've gotten materials and then they don't use them. I said, 'Now, you're going to really use these? We have microscopes, but you don't feel like you have enough.' Andy thought that what we had was good, but he said we could use more. So I go back to the teachers and make sure that they're going to use the equipment.

The remainder of the 1989-90 Chapter 2 money was used for audio-visual equipment and library books as requested by the librarians. For the 1990-91 year, the computer teacher requested a network environment because the twenty-five computers are "individually controlled and I felt that if it were networked, it would help me when I give instructions." She talked with the co-principals and

. . . We thought maybe the government might [provide the funds]. . . and one of the co-principals took care of it and she was nice enough to come and report back to me and said that she was asking; she was working on it. She had some figures like maybe two or three thousand dollars and I could understand that after she mentioned the work that would have to be done to even power it. I didn't think of that. The unit would cost--well, if it cost one thousand dollars, that would be a lot. But when you consider what is entailed in supplying adequate power and all the plugs, you know how much it would cost. But they are trying to do it if they can. She's asking and shopping around and maybe she could get somebody to donate the power part.

The computer teacher was unaware of Sister Rita's comments to me that:

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set-up in the computer room. But I don't know whether we can do a lot of that because it's quite expensive. It would take everything in Chapter 2. But here again, if the teachers have needs.

At Rainbow, for the past three years, Chapter 2 funds were used exclusively to purchase computers and software. At the principal's request, the computer teacher selected all the materials. The computer teacher, in turn, received input from other faculty members to ascertain what kinds of software would be most useful:

Every year I know we're going to get money from the state. And when I find out how much money that is, I can decide. Well, let's buy a computer or let's buy software or let's buy a printer or let's update. And I have at least a fifty percent say on it. I make the recommendations to Sister Barbara and if the money's there, we can do it. [In ordering software, I go to] the teachers who use the computers when I'm not here . . . and say, 'Okay, we've got the money. Here, what kind of software do we need? What kind of software do you want to see being able to be used on [my off-days] for your program?' And I work it that way.

The original decision to apply for Chapter 2 funds was made by the principals, but the teachers had discretionary use of those funds. The principals did not interfere. Because the principals were free to act autonomously, they allowed the teachers to make decisions which satisfied the teachers and their students.

Classroom Monies. The teachers did not have classroom budgets, but annually the principals allowed them to place orders, through a coordinator, for necessary books and supplies (Appendix O). The principals required that the requested items be needed. All orders for basic books and

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supplies were always filled; at Rainbow, however, partner teachers shared sets of textbooks with each other. During the school year, classroom supplies such as chalk and staples were provided as needed. As one teacher said, "They furnish everything."

Furnishing everything was not always the case, however, when the items under consideration were supplementary, or non-essential. The yearly budgets had been so precisely prepared that it was impossible to exceed the amount budgeted for instructional materials. The principals permitted the teachers to order items such as games, tapes or magazines for their classrooms and to submit these requests, along with their book and supply orders, to the department heads. At Kwanzaa, the department heads had the authority, from the principals, to eliminate or defend certain requests before the final order was sent to the principals:

I compile it (Appendix P). I point out anything that I think is excessive. Teachers generally come to me and talk to me about it--we need this stuff for that class. I would talk to the principals. They could do it directly. They don't have to go through me, but they just seem to because I work on it. And I would go to the principals. . . . But a couple of years, it's been really outrageous. High. This will include run-off materials, ditto masters and so she [the principal] might give it back to me and say, 'See if you can cut this.' And I will go back to the teachers and say, 'Is this realistic?'

Department heads at Rainbow merely compiled the requests and submitted them to the principal. "The coordinator's in charge of getting a list of who needs what and then we send that through the office."

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In both schools, the principals made the final decisions about requests for supplemental materials. The criteria were twofold: Firstly, does it seem that the item is necessary to good teaching? (The Kwanzaa principals rely on the department heads to determine that initially.) Secondly, is there enough money in the budget? The teachers were accustomed to the procedure:

They give us a certain amount of paper, copying materials and things like that that have to be paid for. It's not so much like saying, 'You have this much money to spend if you want to. No. You have this much material to use.' As far as other things, they've just always said, 'If you need something small,' like a new top for my aquarium. They say, 'Okay, go ahead, get it. We'll pay you for it.' There's a little electrical device. 'Okay, go ahead and get it.' They've never said no for something small like that. (Kwanzaa teacher)

We just put in what we think we need and if they have the money to buy, then they buy. And if not, then they don't [buy]. (Rainbow teacher)

They [the teachers] have input into the supplies. There's a wish list and a needs list. Then I really end up making the decisions on what are the wish things we'll end up getting. (Rainbow principal)

If there was no money, teachers often purchased their own supplementary materials, relied on donations, or did without:

. . . we're told at meetings that you can't get any extra--like outside magazines--because the budget is set and there's no money for it. (Kwanzaa teacher)

The very first day I was hired, they gave me a purchase order for the Teachers' Store and that was to get some resources for the science. But other than that, everything for the room has been out of my pocket. (Kwanzaa teacher)

All the tapes for the listening center I bought myself. All the decorations are mine that I bought

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myself or that I made myself. . . . So I just purchased them myself. We have a certain amount of paper that we're supposed to get for the year and sometimes by springtime we'll be hurting for paper. But my father works for a paper mill and so if I need paper, I will just talk to him. (Kwanzaa teacher)

I buy judiciously and when we wanted to set up the educational materials travelling kit . . . then we had to ask for donations for that from parents and we were able to link into another organization which wishes to remain anonymous. But a couple of parents were generous, so we did it. We raised about five hundred dollars for our budget for our supplies, for our classroom kit. (Rainbow teacher)

There are things that I really would like, but I haven't asked for them because I know there's not [money]. And I've spent a lot of my own money. (Rainbow teacher)

Summary: Faculty Purchasing. The faculties of Kwanzaa and Rainbow schools did not prepare the budgets, but they made decisions about Chapter 2 funds and classroom monies. In allocating Chapter 2 funds, the Kwanzaa co-principals merely asked the teachers to order necessary and useful materials. At Rainbow, the principal determined that computer equipment would be purchased with Chapter 2 funds. Once that decision was made, the computer teacher compiled the order.

Teachers at both schools ordered their own books and supplies through the department chairs. In ordering supplementary materials, the teachers have learned to keep their requests small. Department chairs at Kwanzaa made decisions about the quantity and quality of materials, but both the Kwanzaa and Rainbow principals made the final

decisions. The principals functioned as "enlightened" business managers; they are enlightened in that they possess an expertise which enables them to determine--rightly or wrongly--the educational relevance of materials requested. Few bureaucratic structures in the process enable the principal and faculty to develop a reciprocal relationship. The principals allow the teachers to make important decisions. In making decisions, the teachers are resourceful and ingenious and, as a result, have the necessary supplies and materials.

Maintainence Staff Purchasing

The principals also allowed the maintainence staffs to make purchasing decisions. Monthly, in both schools, the maintainence staffs ordered essential supplies without the approval of the principals. Like the teachers, when these two men and one woman wanted something extra, they discussed it with the principals. At Kwanzaa, the maintainence staff was cleaning floors by hand. Knowing that the principal "likes hospital floors," they asked for

. . . a big machine that washes and vacs the water up. The salesman told her [the principal] that . . . this machine is high speed. It shines the floor much faster and better so she said okay. So we tried one. She liked it and she bought another.

The decision to order the machine was the principal's, but the maintainence staff knew the politically correct maneuver to get her to agree to the purchase.

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materials which cost less than one hundred dollars. If the cost was greater than that, he generally discussed it with the principal. An example of this occurred during a two month period when the school had five volunteer workers. Taking advantage of the extra labor, the maintenance engineer decided that the gym/cafeteria should be painted:

I talked to Sister Barbara about it, but I didn't tell her the official price yet because it was something that needed to be done and we had the manpower to do it now. So the little expense we spent on it is worth it because we got it painted for free.

In six years of working with the principal, the maintenance engineer has learned when it is acceptable to make decisions that fall outside the realm of his normal decision-making authority.

Summary: Maintenance Staff Purchasing. The principals authorized the maintenance staffs to order normal maintenance supplies. A request for extraordinary supplies or equipment most often required the approval of the principals. The principals continued to function as business managers, but they needed no board approval for expenditures falling within the budget's allowance. As a result, maintenance needs are satisfied.

Summary - Principal Centrality and Budgetary Decisions

Decision-making in the budget process at two site-based managed schools has been described. The principals assumed the role traditionally held by the district superintendent

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and, more specifically, by the district business manager. This role enabled the principals to determine the subject matter of budgetary decisions, the participants in the decisions, the level of participation and the degree to which the principals themselves participated in the decisions.

In the two site-based managed schools, formulation and monitoring of the annual budget was primarily the duty of the principals and several advisory staff, though one school did have strong participation by parents and non-parents. Parent club officers established the budgets for their respective organizations. At one school, the officers monitored their own budgets; at the other school, club budgets were monitored by the principal and the school board. Teachers were authorized to make decisions about educational materials and supplies, though the principals gave final approval. Likewise, members of the maintenance staffs made certain budgetary decisions, some of which were subject to approval by the principal and some of which were not.

This study argues that site-based management is a function, in part, of the centrality of the principal. By assuming the central role formerly held by the district superintendent, the principal is responsible for budgetary decisions. In site-based managed schools, budgetary decisions are made by a large number of on-site participants, all functioning under the direction of the principal. By assuming a central position in the budgetary process, the

principal is no longer a middle manager, but bears the ultimate responsibility for ensuring that the budget remains balanced. That responsibility is shared with parents, non-parents, faculty and staff. The reciprocity of this relationship occurs when the principal, in turn, assumes responsibility for maintaining an adequately supplied school.

Teacher Empowerment

It is argued that site-based management is also a function of the empowerment of the teachers which affords them opportunities, in a decentralized structure, to act autonomously, to exercise responsibility, to make choices and to possess authority in the decision-making process. Empowered teachers are valued for their professional expertise and creativity. However, empowered teachers are subject to the principal's authority as presented in the preceding section. The Kwanzaa and Rainbow teachers made budgetary decisions about Chapter 2 funds and classroom monies. By examining these budgetary decision areas, it is possible to see some of the behaviors associated with teacher empowerment in site-based managed schools.

Chapter 2 Funds

Chapter 2 funds are federal grant monies which are based on the school's annual enrollment. At Kwanzaa, the principal made a general announcement to the teachers that Chapter 2 funds were available and solicited their requests for

materials. Rather than order materials herself, the principal invited all teachers to participate and they had the option to respond or not. During the 1989-90 school year, the two junior high science teachers asked for and received nine new microscopes: six for normal classroom use and "three geology-type for examining solid specimens." It was the teachers' responsibility to determine which microscopes to order.

The remainder of the 1989-90 Chapter 2 money was used for audio-visual equipment and library books as requested by the librarians. When asked how much input the faculty had into decisions about books and materials, the librarians responded that the teachers "make suggestions and we make decisions. . . . They usually suggest what they're going to use."

At Rainbow, for the past three years, Chapter 2 funds were used exclusively to purchase computers and software. The principal relied on the computer teacher to select all the materials. The computer teacher, in turn, received input from other faculty members about the software most useful to them.

Few Kwanzaa teachers accepted the invitation to use the Chapter 2 funds. Those that did were able to choose their own materials and took the time to do so. If Rainbow teachers used computers in their classrooms, they chose their own software with Chapter 2 funds.

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When considering classroom monies, teachers were obliged to order necessary books and supplies. And the teachers always received those books and supplies. This process of ordering and receiving necessary materials is an example of a balanced organization (Zaleznik, 1965). In a balanced organization, members have consistent beliefs about various organizational aspects such as having sufficient books and supplies. However, when the teachers requested monies for supplementary materials, a state of imbalance occurred because the materials were non-essential. This state created empowered teachers who were creative, autonomous and self-directed:

If I wanted something for my room, I'd just go to the office and they'd give me a purchase order, as long as it's not something very large. But if I just wanted something small, that wouldn't be a problem. They'd take care of it. [But] I don't ask for very much. Maybe that's why I don't run into problems. I really don't ask for much. I've purchased a lot myself. (Kwanzaa teacher)

My budget consists of when I want something, I just have to determine whether I feel it's really, really important. Most of it concerns dittoes, ditto books, and videos that I show to the kids on American history. And there's been no problem with that. All I do is I buy it and I send the receipt down to [the bookkeeper] and she takes care of it. (Rainbow teacher)

When the teachers needed supplementary materials and supplies, they either purchased the items themselves and received reimbursement, or they requested a purchase order. In acting responsibly, the teachers indicated that they kept their requests small and essential.

Summary - Teacher Empowerment and Budgetary Decisions

Decision-making in the budget process at two site-based managed schools has been described. The teachers were empowered as evidenced by the opportunities they had to act autonomously, to exercise responsibility, to make choices and to possess authority in the decision process. The opportunities for budgetary decision-making were limited to Chapter 2 funds and classroom monies. At one school, the teachers were free to accept or not accept the use of Chapter 2 funds; a minimal number accepted and ordered their own equipment. At the other school, the principal allocated Chapter 2 funds to a particular area and allowed the teachers to select the materials. Teachers requested and purchased supplementary materials for their classrooms as long as the budget allowed it. Even though there were few bureaucratic regulations, the teachers overcame other obstacles: because both schools operated in straitened circumstances, the teachers learned and practiced the politics of limits and restraint.

This study argues that site-based management is a function, in part, of the empowerment of the teachers. Principals make some decisions and allow teachers to make others. In site-based managed schools, teachers are empowered to make budgetary decisions which affect their own students and classrooms. As a result, the teachers have

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opportunities to be autonomous and responsible decision-makers who are valued for their professional expertise and creativity.

The Autonomy of the Local School

It is the argument of this study that site-based management is also a function of the local school community's acceptance and exercise of its autonomy. The control of the school resides at the local level rather than at the district level. Local school personnel, including administrators, teachers and parents are committed to a common mission designed for their own students. The absence of bureaucracy enables the participants to quickly diagnose and remedy problems peculiar to their schools. Making budgetary decisions about expenditures and revenues means that some needs will be met and some will not. The affected areas include administrative needs, individual teacher and classroom needs, and maintenance needs. By examining budgetary decisions, it is possible to see some of the effects of accepting and exercising autonomy in site-based managed schools.

Expenditures

Prioritizing expenditures is the first step in preparing an annual budget. The next step is to balance expenditures with income. Tables 4 and 5 present a budget summary by percentages for Kwanzaa School and Rainbow School. Tables 6

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and 7 present a budget summary by percentages for the local public school districts in which Kwanzaa and Rainbow are located. Kwanzaa and Rainbow budgets separated textbooks and supplies (Instructional Materials and Administrative Expenses) from their Salary and Benefits categories. It was not possible to separate Kwanzaa and Rainbow's salaries and benefits. The public school districts included teacher salaries, textbooks and supplies in the Instruction category. Secretarial and support staff salaries and supplies are included in the Support(ing) Services category. The Other category included transportation services, cafeteria and community services. Benefits were listed separately from salaries.

As noted above, incrementalism is a sign of a stable and self-satisfied organization. At Kwanzaa and Rainbow schools, as well as the public schools, all budget areas have remained constant for the years examined. The majority of the Catholic schools' budgets is reserved for teachers' salaries and benefits as indicated in Instructional Salary and Benefits. Less than four percent of the budget is earmarked for instructional materials and yet it was stated earlier that the teachers felt they had all the supplies they needed or wanted. By comparing the budgets from Kwanzaa, Rainbow, and Kwanzaa's public school district, it is evident that the schools expended seventy-two percent to eighty percent for all salaries, supplies, textbooks and benefits. Rainbow's

Table 4

Budget Summary by Percentage, Kwanzaa Catholic School
1987-1991

	Percentage of Budget			
	Actual		Projected	
	1987-88	1988-89	1989-90	1990-91*
<u>INCOME</u>				
Tuition and Fees	80	84	82	80
Donations and Grants	6	6	7	8
Fundraising	10	6	7	7
Miscellaneous	4	4	4	5
<u>EXPENDITURES</u>				
Administrative Salary and Benefits	12	12	12	13
Instructional Salary and Benefits	63	62	61	63
Instructional Materials	3	2	3	2
Administrative Expenses	2	2	2	2
Other Services/Programs	4	5	5	5
Plant Operations and Maintenance	15	15	14	13
Capital Expenditures	1	2	3	1

Source: Kwanzaa Catholic Elementary School Archdiocesan
Budget Reports, 1987-1991.

*Rounding causes figures to be less than 100 percent

Table 5

Budget Summary by Percentage, Rainbow Catholic School
1987-1991

	Percentage of Budget *			
	Actual 1987-88	Actual 1988-89	Projected 1989-90	Projected 1990-91
<u>INCOME</u>				
Tuition and Fees	57	55	57	55
Subsidy from Parish	26	27	23	22
Fundraising	9	10	7	9
Miscellaneous	8	10	14	15
<u>EXPENDITURES</u>				
Administrative Salary and Benefits	11	11	13	14
Instructional Salary and Benefits	59	59	55	52
Instructional Materials	4	4	4	3
Administrative Expenses	2	2	2	2
Other Services/Programs	9	8	11	12
Plant Operations and Maintenance	15	15	15	16
Capital Expenditures	1	1	<1	<1

Source: Rainbow Catholic Elementary School Archdiocesan
Budget Reports, 1987-1991.

*Due to rounding, figures do not equal 100 percent

Table 6

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Expenditure

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Table 6

Budget Expenditure Summary by Percentage

Kwanzaa's Local Public School District, 1988 and 1989

	Percentage of Budget*	
	1987-88	1988-89
<u>EXPENDITURES</u>		
Instruction, All levels	46	45
Support Services, All levels	14	13
Benefits	12	14
All Plant and Maintenance Operations	15	15
Other	7	7
Buildings and Site Fund	2	2
Debt Retirement Fund	3	3

Source: Annual Financial Report of the Board of Education of the City of Detroit for Fiscal Year Ended June 30, 1989.

*Rounding causes figures to be less than 100 percent

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Table 7

Budget Expenditure Summary by Percentage

Rainbow's Local Public School District, 1987-1990

	Percentage of Budget*		
	1987-88	1988-89	1989-90
<u>EXPENDITURES</u>			
Instruction, All levels	48	47	47
Supporting Services, All levels	36	36	34
Benefits	12	13	14
Other	3	3	3
Capital Outlays	2	2	2

Source: Comprehensive Annual Financial Reports of the School District of the City of Royal Oak, 1989 and 1990.

*Rounding causes figures to be greater than 100 percent.

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public school district expended ninety-five or ninety-six percent for those areas.

Hiring and Retaining Qualified Teachers. Faculty salaries are major expenditure items. In site-based managed schools, local personnel negotiate salaries that will attract and retain qualified faculty members. Because teachers who are members of religious orders of women receive a lower salary than their "lay" peers, the data presented will describe only lay teachers' salaries. At Kwanzaa, the principals believed that salaries were "to be as just" as they could be. Therefore, they paid the lay teachers according to the archdiocesan scale which is based on education and years of experience. Paying a just wage enables urban Kwanzaa school to attract and retain quality teachers who could be attracted to other schools:

[Regarding salaries] this school is very good as far as Catholic schools go.

Comparing Kwanzaa to a lot of other Catholic schools, this is really a miracle considering where we are [in the city]. It's one of the highest paid, at least for me. . . . In places like the suburbs where you think they'd have the money, they don't pay their teachers as well--which is one of the reasons why I stay.

Even though Kwanzaa's principals provided good salaries, there were teachers who felt that the salary was inadequate for their expertise:

I have thirty-two masters credits. But when I reached my twenty, I did not see a substantial increase. . . . I don't expect any increase for my masters even though in public school that would happen.

Raising teachers' salaries is also an issue at suburban



Rainbow School because the principal and school board members realized that their teachers were not being appropriately paid and could subsequently be attracted to more lucrative schools:

As a board, we feel that the teachers here are well underpaid and that's our number one priority. And when we start our budget, we start it with a very high percentage as far as raises goes. By the time we're done, it's decreased and it's really upsetting to us because we know that they're worth more than they're being paid and we don't want to lose these people. . . . I hope they understand why they're not getting the money. Like Outer County, they get what? \$40,000? And [our teachers are] just so good compared to these teachers that [sic] are complaining out in the city of Brook. Oh God, [our teachers] are just marvelous!
(School board member)

The teachers themselves would like a raise for graduate degrees. Some teachers left the school because they did not get that increase:

We, unfortunately, don't get [a raise] for extra schooling, masters degree. I'd like to see that, of course. But we're aware of where the funds come from. Why it's not [raised]. If you don't like it, people leave. That's just the way it has to be. . . . It took me awhile to realize that the different schools are funded by what the different schools bring in. I have a friend in the exact same spot as me [sic] in schooling, in our masters. I'd say she makes about four thousand dollars more and she's in a Catholic school also.

For the 1990-91 school year, the Rainbow school board figured a way to fund a five percent increase for faculty salaries rather than the parish-mandated four percent increase. During two months at Rainbow, salaries for the next school year were discussed at one finance committee meeting. The principal wanted salaries to be closer to the diocesan scale than they were at that time. And so the board

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initiated the long process to determine how much to raise the salaries and how to subsequently finance that raise.

Table 8 lists lay faculty salaries and degree levels at Kwanzaa and Rainbow schools for the 1990-91 school year. Each school attempted to employ highly qualified lay faculty members by offering salaries competitive in the Catholic school market. Urban Kwanzaa has an average teacher salary that is \$2,400 higher than suburban Rainbow. Both site-based managed schools negotiated salaries based on their own needs and their ability to attract qualified personnel in their respective geographic areas.

Table 8

Lay Faculty Salaries and Educational Degrees

Kwanzaa Catholic School and Rainbow Catholic School, 1990-91

	Kwanzaa	Rainbow
Pupil-Teacher Ratio	24:1	25:1
Average Salary for Full-time Faculty Before Benefits	\$21,754	\$19,323
Median Salary	\$21,500	\$17,438
Number with BA, BS degrees	15	7
Number with MA, MS degrees	7	6

Source: Fourth Friday Reports, 1990-91, Kwanzaa School and Rainbow School.

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Addressing Student Needs. All teachers and students have peculiar needs and site-based management enables local school personnel to allocate the budget to satisfy those needs. As stated above, the teachers at both schools received all basic books and supplies; at Rainbow, however, partner teachers shared sets of textbooks with each other. Supplementary materials were purchased as the budgets allowed and requests for such materials were approved by the principals.

At Kwanzaa, to fulfill specific needs, the following materials were acquired: classroom microscopes and geology-type microscopes for the junior high students; library books, tape recorders, and religion videos for use throughout the entire school; a computer network environment; and supplemental reading and math texts. However, even though the principal stated that "academics come first," requests for certain supplemental academic materials were denied. Several Kwanzaa teachers were upset because they could no longer order weekly news-format-type magazines for their classes:

We've had to cut down on extra reading material we've had in the past . . . for science and social studies and reading. We've been told that it would probably be best if we didn't order anything like that. We've never asked parents and they [the principals] say that they still don't want us to ask parents because tuition is too expensive and they don't want them to have to pay any more than that.

At Rainbow, to fulfill specific needs, the following materials were acquired: computer hardware and software; new

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religion and spelling texts school-wide; math tapes for grade two; manipulatives for the kindergarten math program; new social studies books in grade six because the teachers said they "had to wait our turn;" and art materials, library books and supplementary reading texts. A tight budget at Rainbow meant that several items could be purchased only if the money for them was raised solely for that purpose. And so, two campaigns were held: 1) a penny drive which netted one thousand dollars to finance the furnishing of a pre-school classroom and 2) procurement of donations to purchase educational materials for a travelling classroom library on substance abuse.

Local school administrators and teachers in site-based managed schools make decisions about the needs of their students. Because Kwanzaa and Rainbow schools operated in a decentralized manner, the school personnel procured, when possible, the materials pertinent to their programs and students.

Capital Improvements. Each budgetary decision affected subsequent expenditure decisions. These decisions varied from school to school. However, at both Kwanzaa and Rainbow, academic and salary-related expenses took precedence over major capital improvements.

At Kwanzaa, the decision to pay above-average salaries meant that energy-efficient window replacement and a new

heating system would have to wait:

We can't get things done that we would want to do. . . .
We'd like to do windows. We're very desperate. We've
tried to go through government funding or something
like that. . . . And our heating system. If we could
have general overhauling of it.

However, school autonomy enabled the principals to rely on
the school's reputation for procuring donations. A number of
capital expenses were funded through those donations:

I do have a friend who gave us money for our school.
So that's over and above our ordinary budget. With
those monies we had the gym painted. We've had
carpet put in the school.

The local principal had the authority to use donated funds
for immediate school needs.

According to the principal, Rainbow's budget is a
"barebones operation." Other staff members described it as a
"lean program" where "we've been encouraged to conserve."
Because the principal believed that "academics always come
first," major capital improvements, including new drapes
throughout the school and energy-efficient window
replacement, were postponed for the 1990-91 school year.
School board members indicated that even the school's
contingency fund had to be cut back:

We originally had a contingency account which would
cover that. But with budget cuts, you eliminate all
that. . . . If we have a major crisis, we're hurt.
But there was a contingency fund at one time up
until the last few years.

According to Sister Barbara, the year's contingency fund was
five hundred dollars.

Outside sources provided the means for some capital
improvements:

A lot of things we were able to do because we got

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all the help from Chrysler's [job bank]. We had all these Chrysler workers here--a whole set for one whole year and they just did so many things to help us. . . . Their salaries were paid completely by Chrysler. They did community service . . . in non-profit-making places.

One staff member related Sister Barbara's expertise in acquiring donations for a specific capital improvement project:

If there's something the school needs and can't afford it, she's very good at fundraising. She gets people to donate money. All these water fountains out here. I'll never forget it. The water was warm; you couldn't drink it. I wouldn't touch that water at that time. She got people to donate money. . . . She got all this money and she fixed all these water fountains. One thousand dollars it was and they donated money and they wanted those fountains and now we got all this nice cold water.

While several school capital improvements had to be postponed, the Sports Board made budgetary decisions which almost seem extravagant:

We have to prioritize what's more important. [This year it's] soccer and basketball uniforms. I wanted the kids looking sharp. I didn't want them wearing rags on the court or on the field. One of my priorities is the facilities. We've got probably one of the finest outdoor facilities in the entire archdiocese. It's nicer than most high schools. . . . It's a little ragged right now because of the wind and the weather. The flags have to be replaced because the wind has pretty much taken care of those. But we just had a burm built out here and it's going to be all planted. And we're going to put more bleachers in. That, to me, is a priority: to have a nice facility for the kids to play in.
(Sports Board president)

Local school personnel made decisions about the capital improvements needed at each school. Most often, academic needs had preference over capital improvements. When possible, the principals solicited extra funds for specific

projects.

Summary - Expenditures. Local school autonomy enabled school personnel to make expenditure decisions about salaries, student needs and capital improvements. In order to retain qualified teachers, the Kwanzaa principals decided to pay higher salaries than paid at most Catholic schools, and the principal at Rainbow was making a concerted effort to pay competitive salaries. However, the salary schedules for these site-based managed schools were not the same. Purchasing student educational materials was another major expenditure. Local personnel determined student needs and then used either school monies or their own funds to purchase the necessary materials. Finally, capital improvements were determined at the local level. These improvements were made as the budget allowed and were often postponed in favor of academic needs. Local school personnel diagnosed and remedied their own problems without interference from anyone at the district office.

Revenues

The sources of income varied at Kwanzaa Catholic and Rainbow Catholic (Tables 4 and 5). School autonomy not only enables local school personnel to make expenditure decisions but also revenue decisions. Kwanzaa received eighty percent or more of its income from tuition and fees and did not rely on parish funds for support. Rainbow, on the other hand, secured almost eighty percent of its income from tuition and

a parish subsidy. As a result, Rainbow School was dependent on parish funds and was subject to certain parish controls, such as reporting to the various levels of the parish structure.

When Kwanzaa's principals and business office staff decided that eighty percent of the school's income should come from tuition and fees, they consequently decided that the remaining twenty percent would come from donations and grants, fundraising and miscellaneous items such as income from extra-curricular athletics, sales at the bookstore and the latchkey program. Locally, a great deal of effort was expended to raise \$220,000. School personnel assumed responsibilities extraneous to purely educational activities: one of the principals wrote the grant for archdiocesan funds; the guidance counsellor was responsible for two candy sales; the guidance counsellor and a teacher were in charge of the licensed latchkey program before and after school; and, because the latchkey program was "just an extension of the day," a number of the teachers staffed it and were paid for their services. Some of the activities planned by the Fathers' and Mothers' Clubs to raise their portions of the revenue included weekly bingo, a fruitcake sale, an Easter lily sale, an auction, a Christmas store, and a fashion show. School autonomy not only means addressing local needs, but also working to fund those needs. For the most part, the active fundraisers were the parents, students and the

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administrative staff; teachers participated by encouraging their students to sell or buy the products.

At Rainbow, the decision by the principal and the school board to generate almost eighty percent of the school's income from tuition and parish subsidy consequently meant that the balance of the income would be procured through fundraising and miscellaneous items, such as P.T.A. and athletic income and cafeteria revenues. Again, much local effort was expended to raise the budgeted \$180,000 and most of that effort belonged to the parents. Some of the fundraising activities for the year included a fruit sale, a Christmas tree sale, a Christmas store, a poinsettia sale, semimonthly euchre tournaments, a Las Vegas night, a week-end mini-carnival, a resale shop, a coupon book sale and a cookbook sale. Rather than increase tuition, Rainbow's school board preferred to finance the budget through an endless series of fundraisers.

Summary. In determining local needs, school personnel must also determine how to finance those needs. The greatest revenue-generating item was tuition. When coupled with grants or parish subsidies, the schools had almost eighty percent of their incomes. To acquire the balance, both schools undertook fundraising activities which were geared toward and acceptable to the parents. Generating income became a responsibility that was shared by administrators,

staff, parents and students.

Summary - Exercise of Local School Autonomy
and Budgetary Decisions

Budgetary decision-making at two site-based managed schools has been described. The control of the school resided at the local level rather than at the district level. Local school personnel, including administrators, teachers and parents, were committed to a common mission designed for their own students. Local needs demanded different approaches for teacher salaries: the urban school paid a higher salary than the suburban school. Similarly, the two schools satisfied their peculiar needs for educational materials. Capital improvements differed from school to school based on the condition and age of the buildings. In both site-based managed schools, academic needs had priority over capital expenditures which were often postponed until funding was procured. Finally, the schools' personnel made decisions about generating income: one school relied on tuition, grants and fundraising, while the other school depended on tuition, parish subsidy and fundraising.

As the argument goes, site-based management is a function, in part, of the local school community's acceptance and exercise of its autonomy. The control of the school resides at the local level where personnel are committed to a common mission designed for their own students. Because there is little bureaucracy outside the school structure,

local school personnel design and maintain a budget that addresses the actual needs of their own students.

The Curriculum

Personnel in schools governed according to the site-based management model make decisions about budget, curriculum and personnel. Since these three decision areas are diverse, they are being considered individually. For each topic, there will be a delineation of the argument that site-based management is a function of principal centrality, teacher empowerment and local school autonomy. The aim is to describe the behaviors associated with principal centrality, teacher empowerment and school autonomy and to illustrate how the functions relate to each other. Site-based curriculum decisions are considered in this section.

The Centrality of the Principal

As the argument goes, site-based management is a function of the centrality of the principal which gives him or her the freedom to work in a decentralized fashion. It is the principal, not the superintendent, who holds the central position in terms of curricular decision-making. The principal determines 1) the subject matter of curriculum decisions, 2) the participants in those decisions, and 3) the degree of participation. The principal implements the decisions.

The principal first identifies the subject matter of the

decisions and then determines participants and degree of participation according to the kinds of decisions that need to be made. At urban Kwanzaa Catholic School and suburban Rainbow Catholic School, curricular decisions centered on four areas: goals and long-range plans, curriculum development, textbook selection, and reporting procedures about academic progress. In each area, the principals selected the participants and decided upon the degree to which the participants and the principals themselves were involved in the decisions.

Goals and Long-Range Plans

At both schools the principals established procedures for curricular goal-setting and long-range planning. There were school-wide goals and plans as well as goals for individual classrooms, grades and teachers. In some instances the administrators established goals and the faculties implemented them. At other times, the faculties determined goals and plans which were subject to the principals' approval. And finally, some decisions were made by the individual teachers alone or in consultation with their teaching partners; the principals were not involved.

Kwanzaa School. In site-based managed schools, the principals established procedures for curricular goal-setting and long-range planning. In two months at Kwanzaa, there was no evidence of long-range planning. However, only the two

co-pastors expressed any concern about that. One priest felt that the school had been operating effectively and he was not concerned about the lack of long-range planning:

[Long-range planning] for the school has been let ride here. That has been pretty much unspoken in the control of the school people. On the other hand, there are some more rumblings, from the Council and the Council president, that the parish should have more of an input and a discussion of those goals. It should be. . . . Since the grade school has been running very effectively, we've just been diplomatic with it.

The other priest, who is a member of the local school board, blamed the principals for the lack of long-range planning:

At this point, they [the principals] are maintaining. . . . They don't have the energy or the interest or, possibly, the ability to think for the future. My role at school is to think for the future, to plan for the future. . . . In fact, I'm doing that, but the principals don't appreciate it.

While no specific long-range planning occurred in two months, it seems that school policies adhered to the school philosophy which serves as a long-range plan and goal:

Our program is designed to be intellectual, spiritual and practical, providing you with stimulating experiences that will help you to develop self-discipline and wholesome, positive attitudes toward learning and the reality of life's demands. The program aims to assist you to become responsible and self-motivated in your approach to learning and to feel successful, confident and productive in your contributions to school, family, and the community.
(Revised Kwanzaa Student Handbook, 1990)

During the 1989-90 school year, the principals invited any interested teacher to revise the student handbook, including the school philosophy:

We do try to go through the teachers . . . like when we redid the student handbook. [They gave] any information that they would want to feed into it.
(Principal)

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I guess that first they [the principals] see a need for a goal. Say that the goal is to revise the handbook. . . . Then they may say, 'Is there anyone who would like to be on this committee?' . . . Then they would have that special committee that would go and consolidate these things. Then they would come up with a draft and the draft would be presented and discussed. (Teacher)

Interviewees indicated that the principals consistently involved the teachers in goal-setting: the principals expected faculty members to establish annual curriculum, classroom and grade level goals. For the most part, the teachers and the department chairs made goal-related decisions and informed the principals:

In the beginning of the school year we get together. . . . First grade teachers will get together with kindergarten teachers. And first grade teachers will get together with second grade teachers and we discuss, that way, the types of goals. What does kindergarten cover? What do we cover? What does second grade expect? We meet just among ourselves. . . . The principals go around from [meeting to meeting], but they couldn't possibly sit through them. . . . We submit meeting notes, what we discussed.

We'll usually meet with our department heads and discuss the goals and plans that we have for the year. For instance, this year I started teaching English. So I met with my department head and she showed me . . . a list of the goals and objectives that have been in the past. We reviewed those and, if I wanted to add some, that was fine. But a little leeway is given in that area.

However, Kwanzaa administrators and teachers criticized the goals' similarity from year to year. This similarity applied to classroom and subject goals and expectations:

[Regarding classroom goals] At the beginning of the year, [the teachers'] expectations for the year for their students are given to the parents. We ask them . . . to let the parents know where they're going. One thing, I think, that happens is that our turnover isn't all that great so we have teachers who have been here for awhile. So some of the things you

probably would reconsider and go over, just go on.
(Principal)

Ideally, . . . that's how [the goals are] supposed to be made: The department head along with administration sets these long-term goals, meets with the staff, and works together. I think that right now [the plan] really was made long ago down the road and that's just the way it's supposed to be.
(Teacher)

They gave me a copy of the kindergarten goals and they had obviously been established years before.
(Teacher)

At Kwanzaa, the principals assumed a central role in goal-setting and long-range planning. They determined the subject matter of decisions, the participants, their degree of participation, and the degree of the principals' participation in the decision-making. During the time of this study, long-range planning was limited to the teachers' revising the handbook. The principals also allowed teachers and department heads to determine annual curricular, classroom and student goals. There were two criticisms about long-range planning and goal-setting decisions: 1) the principals did not develop long-range plans and 2) classroom/grade goals did not change from year to year. Since the centrality of the principal enables him or her to determine which decisions to make, it appears that the Kwanzaa principals have not chosen to plan for the future nor to address the problem of goal similarity.

Rainbow School. In assuming a central role, the principal established procedures for long-range planning and

goal-setting. In two months at Rainbow, three topics related to long-range planning and goal-setting emerged: the 1990-91 school goal, the teachers' personal goals, and the pre-school. By examining them, it is possible to determine how the principal decided upon the subject matter of decisions, the participants and their degree of participation.

At Rainbow School the administrative team is an advisory committee comprised of the principal, the teaching assistant principal and the guidance counsellor. Annually, the principal calls that committee together to establish a school-wide goal and she did so in the summer of 1990:

[The goal for the year is to] put in more of the student-centered learning and that, we, the administrative team, had to come up with. And we brainstormed because . . . part of Barbara's [principal] job is to set goals for the school, to come up with ideas for goal-setting in the school. . . . [So we decided to make our program] more student-centered. We then presented that to the faculty and then the faculty had area meetings, curriculum meetings. And one of us sat on each one of the curriculum meetings and we set goals within each of the curriculum areas. We're meeting once a month or once every six weeks . . . to work on that goal. . . . We talk about . . . what we have done in our groups to make it more child-centered rather than teacher-centered.

The principal began the annual goal-setting process by calling her administrative team together. This team developed a school-wide goal without faculty input and expected the faculty to implement it.

The principal required the teachers to establish personal professional goals. Using these goals, the principal evaluated the teachers:

The teachers set their own goals in their classrooms

For

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which is what I use for evaluation of them as the year goes on. (Principal)

As individuals we're responsible for establishing our own goals and writing them on a form to be submitted every year. And then we have a conference about that and if [the principal] has some goals for us, she brings them up at that time. (Teacher)

For personal goal-setting, the principal required each teacher to compile his or her own goals. In some instances, the principal recommended a goal, but, generally, teachers determined their own goals.

Maintaining enrollment is a concern to many Catholic school principals. This concern led to a discussion between the Rainbow principal and the kindergarten teacher and the subsequent establishment of Rainbow's pre-school program:

Interviewer: What are the long-range goals or plans for Rainbow school?

Teacher: I think the pre-school was the big plan last year. I don't really know if there's a big plan in the works for next year.

Interviewer: Whose idea was the pre-school?

Teacher: I think Sister Barbara and I had talked about it as far as getting enrollment. It's a way to feed into your enrollment. In fact, we were hoping to get it last year and it just didn't materialize. So I think it was . . . a joint thing we talked about. A lot was for enrollment.

Interviewer: Did Sister Barbara have to present it to the school board after you talked?

Teacher: Yes. Beforehand, I made up a survey and we sent it out to see who was interested and if they would come. And we got a response back. And we did that the year before and we just never got around to actually doing it because it was a lot of work getting it built. It didn't really materialize until last year.

We wanted to plan [a pre-school]. What we were looking for was a way to increase the budget, to increase enrollment. And somewhere down the road

we hope it will help us. It was another developmental idea. (School board member)

It is unclear whether or not the principal initiated the discussion about the pre-school. However, she discussed its feasibility with the kindergarten teacher and she initiated a needs assessment among the parents. The school board was also part of the decision-making process.

At Rainbow, the principal assumed a central role in goal-setting and long-range planning. She determined the subject matter of decisions, the participants, their degree of participation, and the degree of her own participation in the decision-making. There were three decision areas: the annual school goal, the teachers' annual personal goals, and the pre-school. For the school goal, the principal gathered her administrative team members who determined the school goal which the teachers implemented. The principal required all teachers to write annual personal goals. Using these goals, the principal evaluated her teachers. In establishing the pre-school, the principal allowed a kindergarten teacher and the school board members to participate in decisions; she also had parental input. Goal-setting and long-range planning at Rainbow involved different groups depending on the project.

Summary - Goals and Long-Range Plans. At both site-based managed schools, the principals assumed a central role and established procedures for curricular long-range planning

and goal-setting. They had the primary responsibility of determining the subject matter of the decisions, the participants and the degree of participation. At Kwanzaa there was very little curricular long-range planning, if any. Because enrollment had remained fairly constant, the principals may have felt that curricular long-range planning was unnecessary and did not initiate it. The principals allowed teachers and department heads to establish annual curricular, classroom and student goals which were submitted to the principals for review. However, the goals were similar from year to year and the principals have not encouraged a change in that pattern.

At Rainbow, the principal began the processes for long-range planning and goal-setting. For 1990-91, there were three such processes: an annual school goal, the teachers' personal goals and the pre-school program. Depending on the process, the principal allowed decisions to be made by administrators only with faculty implementation, by the teachers themselves, or by herself in consultation with some teachers, the school board and, to some degree, the parents.

Because there were no directives from the central office, curricular long-range planning and goal-setting occurred when, and if, the principals saw a need for them. While this self-direction allowed the principals to plan and set directions for their own schools, there was no overt accountability. And so, since the centrality of the

principal enables him or her to determine which decisions to make, it appears that the Kwanzaa principals have not chosen to plan for the future nor to address the problem of goal similarity; very few people questioned those decisions. On the other hand, the Rainbow principal initiated processes which enabled decision-makers to be creative and innovative in responding to student and faculty needs at Rainbow School. In curriculum decisions, the principal's central role of determining the subject matter of decisions, the participants, and their degree of participation is key.

Curriculum Development

In assuming a central position, the principals of site-based managed schools became directors of curriculum and instruction. They directed and coordinated curriculum development. The Kwanzaa and Rainbow principals approached their curricular responsibilities in similar, but varied, ways.

Kwanzaa School. The centrality of the principal enables him or her to decide the subject matter of curricular decisions, the participants in those decisions and the degree of participation. At Kwanzaa, curricular decision-making varied: principals made decisions and teachers made decisions. At times, the teachers implemented the principals' curricular decisions; at other times, the teachers designed and implemented their own curricula,

especially in the content areas extraneous to religion, reading, language arts, mathematics, science and social studies. A review of the Parent Involvement Survey (Appendix L, Question 8) indicated that ten percent of the parents made curriculum recommendations:

I think the attitude has always been that the professionals knew what they were doing. We were interested, but we're interested lay people. We're not educators. We're not qualified certainly to come in and demand curriculum changes or program changes. We could perhaps ask, express an interest in, but I never felt that I was in a position as a parent [to demand curriculum changes]. I never felt that was even expected. (School board member)

To determine the Kwanzaa principals' central role in curricular decisions, the data presents 1) curriculum decisions about basic subjects and 2) curriculum decisions about other-than-basic subjects and topics.

Curriculum Decisions About Basic Subjects. The Kwanzaa principals established religion, reading, language arts, mathematics, science and social studies as the core curriculum. In doing so, they followed central office directives, "Downtown gives us what should be taught and the amount of time and we give a copy (Appendix Q) of this to the teachers at the beginning of the year." Subject area scope and sequence were determined by the selected textbook:

You have a certain book to use and we follow the curriculum of that text.

We have our texts. . . . We have the lists from the diocese which tells how many minutes of every day they should have. And some are shoulds and some are a guideline. . . . Some people follow straight from their books; some people add their own things.

Since the teachers selected their own textbooks, they were, in fact, making curriculum decisions.

Some curriculum decisions were made at department or grade meetings:

There are department heads and they work with the principals [to make curriculum decisions]. And the department heads meet with the teachers.

Mostly in our grade meetings we decide things like that [curriculum]. We talk about what has been done, what needs to be done.

[Curriculum decisions are] within the grade level too. They give us a basic guideline and then you're supposed to go back to the department heads. And they're supposed to meet with us and say, 'You're responsible to teach x, y and z.' But I don't always see that happening.

During two months at Kwanzaa there were three curriculum meetings. With the exception of one meeting, a co-principal attended and participated in the discussions. The teachers discussed substantive issues, including a proposal for subscriptions to two reading journals, establishing goals for a new reading coordinator, sharing ideas for creatively teaching social studies, and a discussion of the advantages and disadvantages of teaching general science (rather than specialized sciences) in grades one through eight. Since no decisions were made, it was unclear how the decision-making process worked.

Reading and language arts teachers were frustrated with the principals' decision to have a reading curriculum that followed the basal tradition:

The way I was taught to teach reading is a lot different--opposite--of what I teach now. And

so I asked a teacher . . . and I was told not to . . . do anything of what I knew to teach; just teach the way they [the principals] want.

We have to use our basals. In fact, the literature approach has not been superly [sic] accepted by the administration here. If you do it, or if you use it, it's mostly an enrichment kind of thing. . . . I've had such a negative response [when I make suggestions]. I'm afraid to say anything now. . . . It's not even like telling them; it's just a suggestion. . . . Sometimes I feel guilty when I use whole language. And I really shouldn't because that's where reading is now. And I hope when I get older, I can keep up with where reading is now and continue.

At a reading department meeting, the principal asked the teachers to describe the new reading curricula; they presented the whole-language approach. When the teachers finished, the principal distributed and explained the following hand-outs describing her suggestions for reading: Four Steps to Successful Teaching, Recommendations for Helping Reading to be a Vital and Successful Instruction Time, A Guide for Faculty Discussion Between Grades, and a paper which listed the basal reading series levels and grades. The final sentence on that paper stated, "Literature texts are used for enrichment and as supplements." In the case of reading, the principal was central and made all curriculum decisions.

At Kwanzaa Catholic, the principals maintained their central position and determined the core curriculum according to central office guidelines. Teachers decided some curriculum issues at department and grade level meetings. For reading, however, the principals were unyielding and

continued to have a school-wide basal reading curriculum, as the school has had for years. This decision dissatisfied several teachers.

Curriculum Decisions About Other-Than-Basic Subjects and Topics. In examining the behaviors associated with principal centrality in curricular decisions, the computer, physical education, music and art teachers at Kwanzaa had more control over curriculum decisions than the classroom teachers. For the most part, they designed their own curriculum, informed the principals and did not rely on textbooks for direction:

It's up to me as far as p.e. goes. . . . I think it's important now that we define what are the skills that should be taught at every level. And what is the sequence of skills? And so, I've tried to do that. I've tried to build a curriculum like that. But again that's pretty much my own doing.

I have to [design my own art program] because there's no book. . . . But even for public speaking, there's no book. I literally create it and turn it in, not necessarily for approval, but to say this is what I'm doing.

But [the former teacher's] method and my method of teaching is at two different opposite ends of the pole and so I'm gradually trying to get it over to teaching computers. Before, they were being entertained. . . . It's supposed to be learning about computers and so I have to start back with the very basic and I'm trying to gradually build it up.

The principals allowed the teachers of music, art, physical education and computers to make substantive decisions about their respective curricula.

During two months at Kwanzaa, a self-esteem curriculum

for sixth through eighth grade students was designed and implemented. Because seventh graders were departmentalized, they were instructed by teachers who have either seventh or eighth grade homerooms. Therefore, the principals gathered all seventh and eighth grade teachers for "a 'plan of action' meeting [which] will be a help in solving some of the problems surfacing [in the seventh grade] these days." The problems were related to the students' low academic achievement when they were sixth graders; the problems resurfaced in the current school year. And so, the principals called the initial meeting, but, after that, the teachers made most decisions.

As the weekly meetings progressed, the problem's focus switched from remedying low academic achievement to developing positive self-esteem. The teachers developed a curriculum for a Self-Esteem Day which was expanded to include the sixth graders. The decision to include the sixth grade was problematic to one principal. After the teachers explained that the day would benefit all middle school students, the principal allowed the sixth graders to attend. The teachers also decided to include a parent in the planning process and, as a result, other parents and professionals gave presentations on Self-Esteem Day.

The principals allowed the music, art, computer and physical education teachers to design their own curricula. When the opportunity arose for the teachers to design a

program to build student self-esteem, the principals gave all decision-making authority to the teachers.

Summary - Kwanzaa Curriculum Development. At Kwanzaa, the principals directed curriculum development. They determined the subject matter of decisions, the participants, their degree of participation, and the degree of the principals' participation in the decision-making. There were two curriculum decision areas: those related to the basic subjects and those related to other-than-basic subjects and topics. The principals determined that the core curriculum of the school included religion, reading, language arts, mathematics, science and social studies. The principals also determined that the textbooks' scope and sequence would be the curriculum guide. However, the teachers selected the textbooks. A number of teachers disliked the principals' decision to have a school-wide basal reading curriculum. The teachers decided some curriculum issues at department and grade level meetings.

However, for subjects and topics other than religion, reading, language arts, mathematics, science and social studies, the principals allowed the teachers to make curricular decisions. The music, art, physical education and computer teachers designed their own curricula and informed the principals about the content. One program, initiated by the principals to solve academic problems, was designed by teachers and parents and concentrated on building students'

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self-esteem. The principals were curriculum directors who made curriculum decisions and determined when, if, and how to involve the faculty in curricular decisions.

Rainbow School. The centrality of the principal enables him or her to decide the subject matter of curricular decisions, the participants and their degree of participation. At Rainbow School, the principal made final curricular decisions, but the teachers were involved in those decisions. A review of the Parent Involvement Survey (Appendix L, Question 8) indicated that sixteen percent of the parents had made curriculum recommendations:

Really, the parents aren't consulted. . . . The parents give input, yes, but not the decisions. . . . A lot of parents wanted a foreign language so Sister Barbara put out the word in her newsletter:

If there are any parents who are interested in starting a foreign language program, give me your names and we'll have a meeting and we'll see what we can come up with.

Last I talked to her, she said she does have a list of names and probably, in the new year, she'll get on that.

To determine the Rainbow principal's central role in curricular decision-making, the data presents 1) curriculum decisions about subject areas and 2) curriculum decisions about special topics.

Curriculum Decisions About Subject Areas. Rainbow School followed a basic curriculum of religion, reading, language arts, and mathematics; depending on the grade level,

science and social studies were included in the regular curriculum. Curriculum decisions for first through eighth grades were made according to which textbooks the teachers selected:

As far as curriculum decisions, . . . they have been made by selecting basal series; the curriculum decision is basically there for you.

[We decide by] subject area. They [the teachers] decide on the books and they review all kinds of books and we decide that's the curriculum we want to follow and Sister Barbara sits in on those meetings.

[Curriculum decisions] are basically with the curriculum committees: the math teachers together, the English teachers together. That's all done in committees. And then Barbara sits in on those meetings, or if need be, the administrative team would meet and each one of us would be on one of the committees and work through it.

However, the committee process is not always followed:

When I came, I looked at the curriculum and said, 'There is no social studies [in the third grade]. I would like to have that.' And I talked to Sister Barbara about it. It was added to the report card as an academic subject, just on the word of a new person coming in.

In this case, the principal allowed a teacher, new to the school, to introduce a subject into the third grade curriculum.

During two months at Rainbow there were four curriculum meetings; the principal attended no meetings and it is unclear whether she received meeting reports. The teachers discussed and decided substantive issues including a parent meeting for reproductive health education, the school science fair, an evaluation of a social studies program, and a

discussion of new reading techniques and programs. Religion teachers discussed the process for selecting new textbooks. Several teachers felt a school-wide religion textbook series was unnecessary as long as the teachers "stuck to" and taught their given themes. However, there was no final decision.

Pre-school and kindergarten curriculum decisions were made by the respective teachers after conferring with the principal:

We talk with Sister Barbara and with each other.
. . . When we wanted to put in Math Their Way,
we came to Sister Barbara and told her about it.
And she read about it and decided that would be
good.

I made a decision several years ago to change
the kindergarten [reading] to the Letter
People. I went to Sister Barbara. I didn't
have to meet with the reading teachers.

The music, computer and physical education teachers developed their own curricula. Their interview statements were almost identical, "It's left totally to my discretion. . . . I constantly go back and let Sister Barbara know what I'm up to."

At Rainbow, the principal allowed the teachers to make curriculum decisions and curricular decision-making was often arbitrary. First through eighth grade teachers made curriculum decisions based on textbook selection. Most decisions were made by faculty committees, but, in one instance, the principal permitted a teacher, new to the school, to introduce a subject into the third grade curriculum. Teachers contributed to curriculum committee

discussions and several decisions were made without consulting the principal. Pre-school and kindergarten curricular decisions were made by the respective teachers with principal approval. The music, computer and physical education teachers designed their own curricula and informed the principal.

Curriculum Decisions About Special Topics. Because the Rainbow principal acted as the curriculum director, she authorized two supplemental curriculum topics: the Schools Without Drugs program and the Channel One television program. The principal delegated most of the decision-making powers for the Schools Without Drug program to the school counsellor. However, for Channel One, the principal retained the decision-making powers and consulted with the teachers.

According to the principal, ". . . decision-making . . . and values clarification [are taught] in religion class. And ". . . drug and alcohol [education] and sex education [are put] into the science programs" for grades five through eight. The Schools Without Drugs program was a supplemental substance-abuse awareness program which was directed by the guidance counsellor. The principal made no decisions, but was kept informed of all activities. The program's primary audiences were fifth through eighth grade students, though there were several activities for lower grade students. The guidance counsellor planned the yearly activities. However, she decided some matters with 1) the eight junior high

student committee representatives and/or 2) the nine parent committee members. In two months at Rainbow, there were five student meetings and two parent meetings. Student decisions included a discussion about student willingness to lead student discussions, arrangements for a school dance, and topics for the group's newspaper. Parent decisions were few because the group functioned more as an advisory and service committee than as a decision-making body.

Channel One is a national, professional news program for middle and high school students. Programs and television equipment are free to subscribing schools. Since advertising pays for programming and equipment, students view commercials in addition to the news broadcasts (Rukeyser, 1989). In various parts of the country, parents and educators opposed the commercials because the students were a captive and vulnerable audience (Thomson, 1989; Walsh, 1989).

A lower-grade teacher brought a magazine article and told the principal about Channel One. The principal then invited a Channel One representative to come to talk with a small faculty group. Later, the representative spoke to the whole faculty and Sister Barbara and the fifth through eighth grade teachers decided to acquire Channel One. The parents were not consulted, though the principal presented the idea to the school board where several members felt they were deciding an issue that had already been decided:

It's like this Channel One that's coming.
She [the principal] came. She decided. The way

she presented it to the board is, 'This is what we are going to do.' She has already made the decision. We think--not we--it was voiced by some board members that she made a mistake on that: that she didn't bring it before the board first because it would have been approved anyway. But we're glad that we're going to have it. There's no doubt about it. But she missed that one.

The principal allowed the guidance counsellor to make decisions about the substance-abuse awareness program. The guidance counsellor, in turn, shared some decision-making power with students and parents. In deciding to procure Channel One for the school, the principal and the participating teachers chose to acquire it. There was no parental input and several school board members were disturbed that they were asked to approve a decision that had already been made.

Summary - Rainbow Curriculum Development. At Rainbow, the principal directed curriculum development. She determined the subject matter of decisions, the participants, their degree of participation, and the degree of her own involvement in the decision-making. There were two curriculum decision areas: those related to subject areas and those related to special topics. Faculty committees made most subject-area decisions, though an individual teacher made a curriculum decision for an entire grade merely by asking the principal. The textbooks' scope and sequence served as the curriculum guide; the teachers selected the texts. The pre-school and kindergarten teachers, with

principal consultation, designed their own curricula. The music, computer and physical education teachers also designed their own curricula and informed the principal.

For special curriculum topics, the principal delegated her decision-making power. The guidance counsellor directed the substance-abuse awareness program, but some decisions were made with student and parent representatives. The principal and teachers decided to subscribe to Channel One. To the dismay of some school board members, there was no parent consultation.

Summary - Curriculum Development. In site-based managed schools, the principals directed curriculum development. They determined the subject matter of decisions, the participants and the degree of participation. The principals allowed the teachers, and some parents, to make curriculum development decisions. Often, curriculum decisions were arbitrary: some decisions were made by the principals themselves; others were made by faculty committees; and others were made by individual teachers. At both schools, teachers used the textbooks, which they selected, as the bases for the curriculum, while the art, music, physical education and computer teachers were permitted to design their own curricula.

The principals functioned as curriculum directors. Few bureaucratic structures in the process enabled the principals and faculties to develop reciprocal relationships. While the

principals themselves sometimes made curriculum decisions which were contrary to current educational theory and practice, for the most part, they allowed the teachers to make curriculum decisions based on the teachers' knowledge of curriculum theory and practice. The principals' independent authority over curricular decisions enabled them to give the teachers decision-making powers about curricular decisions pertinent to their local student bodies.

Textbook Selection

In assuming a central position in curriculum decisions, the principals of site-based managed schools determined textbook selection procedures. The Kwanzaa and Rainbow principals allowed their faculties to select textbooks. The principals provided several guidelines and were kept informed, but the teachers made the decisions.

Both schools held a textbook review every five to six years. Held at either subject or grade committee meetings, the purpose of the textbook review was to determine the teachers' feelings about the books. If textbooks needed to be updated or changed, the department head or coordinator procured a variety of sample textbooks for evaluation.

The interviewees expressed uniformity and little uncertainty in describing the text selection process:

All those that [sic] teach that particular subject for that given area are given samples of the different companies' books and then they get together and they say what they like or don't like. And so they try to stick with one series [throughout

the school]. (Kwanzaa)

Teachers will usually say, 'We're not finding this book that helpful. This or that is missing. We think this series would be better for us.' (Kwanzaa)

There is a committee that works on textbooks. Certain teachers that [sic] teach science get a group together, and [other teachers work] on math and on reading. And each group works on that. And then Sister [Barbara] sits in on those joint meetings. And they work on that together and decide which program they really like the best. (Rainbow)

The Rainbow principal allowed one exception to the committee-decision format:

Within one year I reached a conclusion on new science books [for junior high]. And Barbara concurred on that. (Science teacher)

For whatever reason, the principals, more than the teachers, tried to have the same textbook publishers school-wide in a particular subject. The same was true of Rainbow's religious education coordinator who oversaw the parish and school's religion program. The principals discussed their desire for unified series and the teachers described the principals' inflexibility:

We try to keep the textbooks coordinated. Now sometimes the coordinator and the teachers feel that a different text in a different grade would be better. And so they do that. Downtown [the central office] doesn't give us that direction any more. They used to tell us what texts to use. (Kwanzaa co-principal)

Every now and then Rita gets very upset [that the math series is not the same]. She'll come to me and say, 'Why are you doing that? Math is the only one that is not the same.' And I say, 'Well, they like that book and they're teaching it. And they know what they ought to teach and they can teach well with it. They [the textbooks] all cover the same thing. If you look through any series, they're the same.' (Kwanzaa math department chair)

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I didn't see why it wouldn't hurt [to have a different series], especially in [this] grade. Why [do we have] to have the same company as the rest? (Rainbow teacher)

This year spelling is one of the things we're going to do because we've got about five or six spellers in this school and nobody agrees that this is the one we should have. So we've got a million of them and we really need to look at that, but the teachers do it. (Rainbow principal)

At a faculty meeting, the Rainbow principal told the teachers that she wanted one school-wide spelling series. If the teachers could not select one, they were to present their top three choices and she would decide. She admonished them to "look broader than your own class."

Summary. At both site-based managed schools, the principals assumed a central position in curriculum decisions. They determined textbook selection procedures in which faculty committees were permitted to select textbooks. The principals established a guideline for textbook evaluation and selection: the textbook series for a particular subject was to be the same school-wide. However, there were times when the principals overlooked the guideline and allowed a variety of texts in a given subject area.

Reporting Procedures About Academic Progress

Because the principals had central roles in curriculum decisions, they established procedures for reporting student academic progress to parents. At both schools, the teachers made decisions about reporting procedures. The major,

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permanent, academic report is the report card which both faculties designed for their schools. Secondary reporting procedures included interim progress reports, homework notebooks/sheets, and systematically sending student work to parents. In studying the principal's central role of determining decision topics, participants and their degree of participation, the processes for designing the schools' report cards and Kwanzaa's progress report will be examined.

Report Cards. Since the Kwanzaa and Rainbow principals were autonomous, each allowed their teachers, by grade levels, to design their own report cards. As a result, the cards were specialized according to grade level, subject matter, academic skills, and study and social habits. Kwanzaa School, comprised of grades kindergarten through eight, had six different report cards; Rainbow School, comprised of regular and developmental kindergartens through grade eight, had four different report cards (Appendices R and S). If necessary, the teachers annually revised the report cards:

Before report card time, you're always given last year's copy of the report card. If there are any changes you want to make, you write them up. And anything we have ever suggested has gone into print every year. (Kwanzaa teacher)

They get their own report cards. So we usually just put our stamp of approval on that because they do such a good job on it. (Kwanzaa principal)

We have a report card committee and each year it's [report card] revamped or rediscussed. And, if there has to be any change made, . . . then

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Rainbow's religious education coordinator proposed a major report card change in religious studies. She asked the teachers to give an academic grade in addition to the customary effort grade. They agreed:

They weren't giving any grades for religion, just effort. And a couple of the teachers came to me with some concerns about it. And I said, 'Well, why can't you give out a grade because you're not grading the person's faith? You're grading their understanding of the concepts of the religion.' . . . We had a meeting and we talked about it: about the difference between the grades and concept. And that [difference] would be clear. . . . So it was a joint decision.

So this year the religion teachers . . . came together and we talked about it, stating what we felt on it.

However, for one Rainbow teacher, report card decisions were not easily changed when she met with her colleagues:

We were reviewing and going over the report cards and I said, 'Why can't we mark S and N?' [Satisfactory and Not Satisfactory] And I was told, 'No. This is always the way we do it.' [grading with A, B, C, etc.] All right, so this [took place] five years ago. And, every year, I mention something [and I'm told], 'No, this is the way we do it.'

Since the Kwanzaa and Rainbow principals acted autonomously, each allowed their teachers to design their own report cards. This reciprocity resulted in reports that were specialized according to grade level, subject matter, academic skills, and study and social habits. At Kwaanza, these specialized reports spawned an unique progress report.

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student academic progress. At both schools, in the interim between report cards, academic progress reports were sent to parents. Rainbow's principal and teachers decided to send a standardized form (Appendix T), produced by the central office, to fourth through eighth grade parents of academically deficient students. This report was sent midway through the quarterly marking period. Kwanzaa teachers, however, felt the standardized form was inadequate. And so, the principals permitted the teachers to design a progress report (Appendix U) peculiar to Kwanzaa's sixth, seventh and eighth graders. Since the teachers felt the need for more frequent reporting, the Kwanzaa progress report was sent to all middle school parents every three weeks.

The principal's autonomy allows him or her to make changes as needed. When Kwanzaa's teachers asked to design a progress report that suited their needs, the principals allowed them to do so. As a result, Kwanzaa parents received specific academic information every three weeks about their children's progress.

Summary - Reporting Procedures. Because the principals had central roles in curriculum decisions, they established procedures for reporting student academic progress to parents. At Kwanzaa and Rainbow schools, the report card was the major reporting instrument. The teachers designed the report cards and informed the principals. At Kwanzaa

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Catholic, the teachers also designed an interim student progress report peculiar to their students. By allowing faculty members to design their own reporting instruments, the principals encouraged specialized, efficient and creative methods for informing parents about student progress.

Summary - The Centrality of the Principal and Curricular Decisions

Curriculum decisions at two site-based managed schools have been described. The principals assumed a central role which enabled them to determine the subject matter of curricular decisions, the participants in the decisions, the level of participation and the degree to which the principals themselves participated in the decisions.

In one site-based managed school, curricular long-range planning and goal-setting decisions were almost non-existent. However, school policies adhered to the school's philosophy which interested teachers had revised. The principals expected teachers to establish grade and subject goals. At the other school, the principal initiated three processes for long-range planning and goal-setting decisions: 1) the advisory committee developed a school-wide goal which the teachers implemented; 2) the teachers developed their personal goals; and 3) the principal and several teachers, with limited parental consultation, decided to establish a pre-school.

In both schools, the principals directed curriculum

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development and gave decision-making authority to the teachers. However, at one school, the principals insisted on a basal-based school-wide reading curriculum. At both schools, the teachers used the textbooks, which they selected, to make curricular decisions about religion, reading, language arts, mathematics, science and social studies. The art, physical education, computer education and music teachers designed their own curricula, as did one school's pre-school and kindergarten teachers, with principal consultation. Teachers, parents and students developed several extra-curriculum topics. The decision to subscribe to Channel One was made by one principal and her teachers, with no parental consultation.

Faculty committees evaluated and selected their own textbooks using the principals' guideline to keep the same textbook series schoolwide for particular subjects. In both schools, the teachers designed the report cards. When the teachers at one school proposed interim progress reports, the principals accepted the proposal and allowed the teachers to design a suitable report.

This study argues that the principal is responsible for curriculum decisions. In site-based managed schools, curriculum decisions are made by a large number of on-site participants, all functioning under the direction of the principal. By assuming a central position in the curriculum process, the principal is no longer a middle manager, but

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bears the ultimate responsibility for meeting the students' curriculum needs. That responsibility is shared with teachers and, to some degree, with parents and students. The reciprocity in the relationship occurs when the principal, in turn, assumes responsibility for maintaining an educational environment which offers a stimulating and challenging curriculum.

Teacher Empowerment

It is the argument of this study that site-based management is also a function of the empowerment of the teachers which affords them opportunities, in a decentralized structure, to act autonomously, to exercise responsibility, to make choices and to possess authority in the decision-making process. Empowered teachers are valued for their professional expertise and creativity. However, empowered teachers are subject to the principal's authority as presented in the preceding section. The Kwanzaa and Rainbow teachers made curricular decisions about goals and long-range plans, curriculum development, report card design and textbook selection. By examining these curriculum decision areas, it is possible to see some of the behaviors associated with teacher empowerment in site-based managed schools.

Goals and Long-Range Plans

Other than re-writing the school philosophy in the revised handbook, there was no evidence that Kwanzaa School

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personnel had developed any long-range plans. However, the teachers prepared their own classroom and subject goals:

[A group of us] took care of ideas for the handbook . . . which is [a set of goals]. It's goals, not so much long-range planning. So we all have input as to what we'd like. And then, if you wanted to work on the handbook, you could. So we all had our chance to give input into it.

We passed out . . . a sheet of goals. . . . It said exactly what we expected of the students; what they were expected to have; how the sixth grade would work. And it was like goals and objectives; what we wanted to see from them; and what they can give to us.

As far as my plans and goals, I set up a yearly plan and I have certain goals that I set up that I want to reach.

At Rainbow School, the administrative team decided that child-centered learning would be the 1990-91 school-wide goal. The teachers were authorized to implement that goal within their own classrooms or subject areas:

Classroom-wise, we put in our quarter plans and tell her [the principal] what they're going to be, what they're going to do that quarter. And we have our section meetings and we decide what kind of goals we're going to make.

[At curriculum meetings] we talk about . . . what we have done in our groups to make it more child-centered rather than teacher-centered. And we share so that maybe I can pick up what the third grade teacher's doing and carry it over and use it in my class.

Rainbow teachers were also responsible for writing personal goals at the beginning of the year:

As a classroom teacher, I have my own decision-making. I have my own goals and project my own per quarter and then per year. I know basically what I want.

For your own [goals], you're asked to write it out and sit with her [Sister Barbara] and she goes through your goals.

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Rainbow's early childhood teachers expressed satisfaction at the principal's confidence in their decision-making abilities:

Sister Barbara is wonderful with personal goals. She says that we've taught her so much about early childhood, that she trusts our professional development. When we wanted to put the Gesell testing in, she listened. She went to meetings. She decided it was a good thing along with the teachers. But the teachers were the ones who initiated it.

Pretty much we make the decisions. . . . And we basically know what our goals are for preparing the children, having them ready. . . . But Sister Barbara has a lot of faith in us. . . . She pretty much gives us autonomy and considers us professionals and professionals in early childhood.

Empowered teachers have responsibility and make decisions. The Kwanzaa and Rainbow teachers developed their own classroom and/or subject goals. At Rainbow, faculty members formulated their own implementation plans for the school's annual long-range goal. Making decisions about goals and long-range plans enabled the teachers to exercise self-direction and control within their individual classrooms.

Curriculum Development

At both schools, curriculum development in religion, reading, language arts, mathematics, social studies and science centered around teacher-selected textbooks. One teacher summed it up when she said,

. . . By selecting basal series, the curriculum decision is basically there for you. What I do with those series within my classroom is pretty autonomous. It would be my decision how to use those, how to utilize

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However, the Rainbow religious education coordinator developed grade syllabi and the teachers constructed their own units:

There is a basic curriculum for each level as to what is supposed to be accomplished. How they go about teaching it . . . is independent. They have a certain amount to cover. If they want to use bits and pieces from a variety of texts or use dittoes rather than following the text, . . . that's fine as long as, in the end, your objective is met. (Religious education coordinator)

I put my own activities and questions in [to a unit]. . . . I take a multi-text approach and would do that in whatever school I was in. (Religion teacher)

Because the art, music, computer education and physical education teachers did not have textbooks, they designed their own curricula:

I think [the principals] pretty much trust me on that [curriculum]. I guess it's up to me as far as physical education goes. . . . I've tried to build a curriculum [based on a sequence of skills]. But again, that's pretty much my own doing. (Kwanzaa)

I am pretty much the decision-maker there on what works and what doesn't work and what I would like to do and what they would like to do. . . . When I'm making up a lesson plan, I take songs and games from a variety of books and sources to keep the interest going. I don't really like to teach [music] out of a book. (Rainbow)

It's totally left to my discretion as a special subject teacher. (Rainbow)

When planning curricular topics that were extraneous to the basic first through eighth grade academic curricula, the teachers planned their own programs and made the decisions. And so, after the principals invited the teachers to a planning meeting, it was the teachers who met regularly and

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designed Kwanzaa's middle school Self-Esteem Day which was described above. Pre-school, kindergarten and special education teachers made their own curriculum decisions and informed the principals about them:

Any of the goals I've set, I've talked to Sister Janet. A lot of it is informal. Just letting them [the principals] know what's going on.
(Kwanzaa special education teacher)

It's really pretty much up to Tara and myself. The curriculum is play-based, thematic and integrated. . . . Our goal is greater independence, greater social skills.
(Rainbow pre-school teacher)

We use the Ginn reading. We use the primer in kindergarten and then we use Level One. And the teacher last year and I got together and we said, 'This is too much paper work. Let's get rid of that first book.' I take books and I cut them up and I make manipulative activities that they do on trays which goes back to Montessori and the beginning sounds. I went to Sister Janet and said, 'Come in my room and see what we do: center time, working on trays, different activities, one-on-one.'
And she said, 'Wow! This is really great!'
And I said, 'See, they're learning and they're doing different things and they're not sitting at their desks with pencil and paper.'
She said, 'That's good.'
And I said, 'Can I get rid of that book because I would cover all the skills in it?'
And she said, 'Fine.' And we did it.
(Kwanzaa kindergarten teacher)

Summary. Empowered teachers act autonomously, exercise responsibility, make choices and possess authority in the decision-making process. At both schools, the textbook series formed each subject's core curriculum and teachers made curriculum decisions when they chose their basal textbook series. Once the texts were chosen, the teachers

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presented the material at their own discretion. However, select teachers had more autonomy in curriculum development. As long as they informed the principals, these faculty members made arbitrary curriculum decisions based on their own professional knowledge and expertise. While the teachers possessed varying degrees of decision-making authority and put various curriculum theories into practice, systematic curriculum development did not exist.

Report Card Design and Textbook Selection

As stated earlier, the teachers designed the report cards and revised them when necessary. Faculty committees chose the texts for their schools:

Sometimes [we're all supposed to have the same series]. The same with religion. There was a debate a little. We all had Benziger and we talked about it at a meeting and I didn't like it. I'll speak for myself. And so then we ended up getting Silver Burdett in [grades] one, two and three. So that's a real flexibility that's allowed us. I appreciate that we aren't forced into this.

Everyone in that department reviews the new series if we are implementing a new series in that field.

We decided, but presented it to Sister Rita and Sister Janet and said, 'This is what we wanted to use.' We had excuses [from the principals] about, 'Why do you want to use this instead of what the kids in the rest of the school use?' . . . It wasn't a problem after we explained. We're using what we want to use.
(Kwanzaa special education teachers)

At both schools, teachers designed the schools' report cards, chose the textbooks, and informed the principals of their decisions. The teachers planned the report cards so

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that they could efficiently report their students' progress. In selecting textbooks, each teacher evaluated prospective texts and voiced satisfaction or dissatisfaction. This provided an opportunity to display professional competency which, it seems, the principals seldom challenged.

Summary - Teacher Empowerment and Curricular Decisions

Curricular decision-making at two site-based managed schools has been described. The teachers were empowered as evidenced by the opportunities they had to act autonomously, to exercise responsibility, to make choices and to possess authority in the decision process. The opportunities for curricular decision-making included goal-setting and long-range planning, curriculum development, report card design and textbook selection. The teachers developed their own classroom and/or subject goals. At one school, there was a school goal and the teachers formulated their own implementation plans to accomplish it. The textbook series formed the core curriculum in religion, reading, language arts, mathematics, science and social studies. Since faculty committees chose the textbooks, they were, in fact, also making curriculum decisions. Art, music, computer education and physical education teachers developed their own curricula as did special education, pre-school and kindergarten teachers. Special extra-curricular topics were developed by the respective faculty members. The teachers also designed

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As the argument goes, site-based management is a function, in part, of the empowerment of the teachers. In site-based managed schools, the teachers were empowered to make curricular decisions. The principals often provided direction and guidance, but, there were times when curriculum decisions were arbitrary and not systematic. As a result, in site-based managed schools, the teachers were autonomous and responsible decision-makers who, while valued for their professional expertise and creativity, were seldom questioned or challenged about their curricular decisions.

The Autonomy of the Local School

This study argues that site-based management is also a function of the local school community's acceptance and exercise of its autonomy. The control of the school resides at the local level rather than at the district level. Local school personnel, including administrators, teachers and parents, are committed to a common mission designed for their own students. The absence of bureaucracy enables the participants to quickly diagnose and remedy problems peculiar to their schools. Kwanzaa and Rainbow personnel attempted to establish academic standards and to identify and remedy curricular needs. By examining curriculum decisions, it is possible to see some of the effects of accepting and exercising autonomy in site-based managed schools.

Kwanzaa Special Topics and Programs

Local school control allows participants to make curriculum decisions pertinent to their students. Curriculum topics and programs peculiar to Kwanzaa School included the kindergarten program, Black History Month, the Self-Esteem Workshop, Chapter 1 and the sacramental programs. Each topic or program addressed a need identified by teachers, administrators or parents.

Kindergarten Program. School autonomy allows administrators, faculty and parents to make curriculum decisions about their own students. The Kwanzaa kindergarten teachers were frustrated because they wanted a developmental kindergarten, while the principals and parents wanted, and had, an academic kindergarten:

My philosophy is a little bit different from what is done here because I've always been taught to use the developmental approach and I think this is more of an academic school, more of an academic approach. Some of the children need that and are ready for that. Some of them need developmental. Some of them are really struggling.

When Christine came here, she could not believe, after talking to me, that she had to teach these kids how to read; that we had to do a letter a week and double up. We're already on E. By Christmas, we'll be finished with the alphabet and by January they'll be reading. . . . I would prefer a developmental kindergarten too. . . . I was told [by the principals] that I had a developmental kindergarten, 'You have all those nice Montessori materials in your room and you're doing a fine job. You know what you're doing and we're happy.' Department heads tended to agree with us in reading. First grade also agrees with us, probably the whole school. . . . First grade knows that they have to cover five reading books. And if our kids come to them not knowing their letters and their sounds and not being

able to read the vocabulary from the first two books, they'll be doing what we've been doing all year. Parents are one hundred percent for what we're doing now. I've never had a parent say, 'You're moving too fast.'

The kindergarten teachers had taught at Kwanzaa for four years and two months, respectively, while the principals had been there for twenty-five years and twenty-one years. For years, the principals chose to have an academic kindergarten even though the teachers preferred developmental kindergarten. The parents were satisfied with the academic kindergarten. School autonomy enabled the administration and parents to have the kindergarten program most desirable for their children.

Black History Month. Local school control allows participants to make curriculum decisions pertinent to their students. With the exception of eight children, Kwanzaa students were black. There was only one black teacher among the faculty and staff. For the last three years, the Moms' Club requested and sponsored a Black History Month contest:

They [the principals] have been very, very flexible. Since we started this Black History, they've allowed us to expand some activities. . . . The school is now predominantly black. That's a very important month to black people and there was not any real established program for the students. They did activities in the classroom, but there was no real participation; nothing to make them really stand out. And so we asked, and were given permission, to have little art and essay contests.

After the contests, the Club's officers sponsored awards presentations and invited civic leaders to speak. They also sponsored a play presentation, "Ishangi's Africa," for the

sixth through eighth graders. During 1990-91, the Moms' Club hoped to expand the focus of Black History Month:

[We are] also going to approach the principals about a workshop to be set up, possibly on one of the teachers' in-service days, to bring in consultants to help Kwanzaa with a multi-cultural curriculum and to introduce the staff to books and publishers regarding Black History.
(Kwanzaa's Moms' Club Retreat Notes, October 19-21, 1990)

Because the majority of Kwanzaa students were black, the parents felt their children should participate in Black History Month activities. Local school control and the absence of bureaucracy enabled Moms' Club members to present their concerns and plans to the principals, to receive their permission and to sponsor the activities.

Self-Esteem Workshop. In autonomous schools, curriculum decisions revolve around identifying and remedying student needs. As mentioned earlier, the Kwanzaa teachers and one parent designed the middle school Self-Esteem workshop. The original intention was to prevent the seventh graders from failing academically. During two months, there were seven preparatory meetings, the workshop itself and one debriefing/evaluation session.

At the first meeting, one principal asked what problems the teachers had with the seventh graders. Their replies included lack of motivation, schoolwork, homework assignments, concentration and values; and immature classroom behavior. Several of the six teachers felt that the problems

involved fifteen or sixteen children and not the entire class. As a result, the teachers decided to poll the seventh and eighth graders about their academics and developing a positive class spirit (Appendix V). Prior to the poll, however, the teachers decided to have a one-day workshop on self-esteem.

After the poll, the teachers decided to include four topics in the workshop: self-esteem, accepting responsibility, peer pressure and organization skills. They also decided to invite the sixth grade, to include eighth graders in planning part of the day, and to ask a parent to be part of the planning team. Another decision was to arrange for outside adult black speakers. The parent, who was a social worker, organized much of the workshop including preparing the student packets, arranging for sixteen adult speakers and/or group facilitators, and conducting the debriefing/evaluation session for teachers and speakers. The students wrote positive evaluations of the day. And school personnel decided to have class discussions on self-esteem topics one day each month. There was also agreement to begin immediate planning for a similar workshop for 1991-92.

In autonomous schools, curriculum decisions revolve around identifying and remedying student needs at the local level. The principals had identified an academic problem and gathered the teachers to solve it. The teachers, in turn, invited a parent to their committee, narrowed the problem's

focus, and refined it after consulting with the students. Within two months, local school personnel had identified a student problem and planned and executed the solutions.

Chapter 1. School autonomy allows participants to adapt to local needs. Chapter 1 is a federal remediation program offered by local public school districts for students living within the district and scoring six months or more below average in reading or math. At Kwanzaa, since more than seventy children qualified for the program, the principals agreed to participate and arranged to have classes on-site. One full-time public school teacher and one full-time paraprofessional staffed Kwanzaa's Chapter 1 program. However, there were several children who did not qualify but needed academic assistance. Kwanzaa school personnel asked the on-site Chapter 1 staff to make exceptions which they did:

We've always had Chapter 1 teachers that [sic] will give us a little leeway. I'm not sure that's for publication. If we have a child that [sic] really would benefit, they'll help us get him in, but that's purely on their part.

For kindergarten, we go by teacher recommendation. We can't really justify kindergarten. We're supposed to service them, but how do you say they're six months behind if they've never been tested? But we go to the teacher for those children. We have about twelve kindergartners. (Chapter 1 teacher)

Last year, under the table, she [Chapter 1 teacher] took two of my kids who needed help.

School autonomy allows participants to adapt to local needs. Even though a number of children qualified for, and

received, Chapter 1 services, Kwanzaa personnel identified others who were academically deficient. They circumvented the bureaucracy and asked on-site public school personnel to exempt these students from the qualification policy and to service them. On-site Chapter 1 personnel did so, probably illegally. In this case, school autonomy helped additional academically deficient students, but could have jeopardized a federal program for many other parochial school students.

Sacramental Programs. Local school control allows participants to make curricular decisions pertinent to their students. Even though Kwanzaa was part of the Catholic school system and held daily religion classes, fewer than twenty percent of the student body was Catholic. Therefore, separate sacramental preparation was provided for Catholic second graders preparing for Penance and Eucharist and for Catholic eighth graders preparing for Confirmation:

We [teach] Penance and Eucharist during religion [class]. We address all the children as Catholic children. . . . But each year it's been more and more outside of religion time that we've taught those children [Catholics]. At lunch time we've been doing it this year. So they have their regular religion period and then they also meet with us three days a week at lunch time.

[When we make up the homeroom lists], we do a random type thing. We go through and split up [the former class list]. This year we gave Megan all the Catholics [because they are preparing for Confirmation].

In addition, Kwanzaa parish personnel offered a weekly catechumenate program for those children interested in

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becoming baptized Catholics. Thirty-minute classes were held during the children's spelling or handwriting classes.

Local school control allows participants to make curriculum decisions pertinent to their students. All Kwanzaa students studied the Catholic religion daily, but Catholic children and those desiring baptism were prepared to receive the sacraments at special classes. This required children and teachers to study and teach during lunch or to surrender other class time. School autonomy is adaptable, but the solutions may not be completely desirable.

Summary - Kwanzaa Special Topics and Programs. School autonomy allows administrators, faculty and parents to make curriculum decisions about their own students. Curriculum topics and programs peculiar to Kwanzaa School included the academic kindergarten program, activities for Black History Month, the Self-Esteem Workshop, Chapter 1 and the sacramental programs for the Catholic children or those desiring baptism. Each program was established to satisfy a need or to correct a deficiency. The absence of bureaucratic structures enabled problems to be identified and quickly solved, but sometimes with personal, professional or educational sacrifice.

Rainbow Special Topics and Programs

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programs peculiar to Rainbow School included the Schools Without Drugs program and the academic support program. Both programs addressed a need identified by school personnel.

Schools Without Drugs Program. A substance-abuse awareness program, the Schools Without Drugs program, was established by the guidance counsellor and was directed toward fifth through eighth grade students. The guidance counsellor indicated that no other elementary school in the area had such a program. There was a student committee and a parent advisory committee. During two months, there were four student committee meetings and two parent committee meetings.

The student meetings were led by the guidance counsellor. The topics included committee members being discussion leaders for a film on peer pressure, the committee-sponsored Valentine's Day dance, and articles for the Schools Without Drugs newspaper. The guidance counsellor also led the parent meetings which were discussions about 1) a heritage tree instilling pride in one's nationality and 2) the travelling audio-visual substance awareness library. It had been the counsellor's dream to have resource materials available for the teachers. She and the advisory board members selected such items as drug awareness books, self-esteem video tapes and games, and family interaction books (Appendix W). By January, these items circulated among the teachers at their request.

Local school control allows participants to make curricular decisions pertinent to their students. The goal of the Schools Without Drugs program was to educate students and parents about substance abuse. Observations lead to the conclusion that the program was the guidance counsellor's idea and, in its third year, provided a curriculum that was being cautiously presented so as to be accepted by teachers, parents and students.

Academic Support. School autonomy allows participants to adapt to local needs. For children needing extra academic assistance, Rainbow School had an academic support teacher. Prior to 1990-91, she provided reading support only, but, during this year, she expanded her subject areas to accommodate more students:

If the child has a reading problem, then they automatically go to her. . . . And then, if you feel that a child needs help in a certain area, then you recommend that they go there.

In the event I see that Michael is struggling in a social studies assignment, I might say, 'Mike, would you like to go see Mrs. David?' Or they will ask if they can go see Mrs. David. It's not specifically [for] reading.

My daughter was in it last year and she was struggling in her reading. And she was with Mrs. David all year. Now she's up to the middle of her grade so it really is a beneficial program and really helped her. The one-on-one really helped her to soar.

The academic support program was established by Rainbow School personnel for their students. Parents are informed of their children's participation, but their permission is not

required. Local school control enables teachers to identify academic problems and to procure immediate assistance for correcting the problem.

Summary - Rainbow Special Topics and Programs. School autonomy allows administrators, faculty and parents to make curriculum decisions about their own students. Curriculum programs peculiar to Rainbow School included the substance-abuse awareness program, Schools Without Drugs, and the academic support program for children experiencing learning difficulties. Both programs were established to satisfy a need or to correct a deficiency.

Summary - Special Topics and Programs. Local school control allows participants to make curricular decisions pertinent to their students. Each school had special curriculum topics addressing student needs. At Kwanzaa, the principals and parents expected, and had, an academic kindergarten even though the teachers felt it was too difficult for some children. Because the school was almost totally black, a parent group organized a Black History Month contest to make students aware of their heritage. A Self-Esteem workshop was planned to increase students' self-esteem, organizational skills, responsibility, and response to peer pressure. Kwanzaa provided a Chapter 1 program for approximately seventy children, but, at school personnel's request, Chapter 1 staff bent the rules several times so that

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academically slower students, though unqualified for the program, could participate. Catholic children and those desiring baptism received religious preparation at specially arranged times. Teachers often used their personal time to accommodate these students.

At Rainbow, because the guidance counsellor felt substance awareness was important, she established the Schools Without Drugs program to educate students and parents about substance abuse. An academic support program was established to assist academically deficient students. At site-based managed schools, local school personnel, including administrators, teachers and parents, identified their school's curricular inadequacies, prepared solutions and implemented them, sometimes sacrificing personal comfort and professional and educational beliefs.

Curriculum Standards

School autonomy allows administrators, faculty and parents to make curriculum decisions about their own students. In the two site-based managed schools, it often seemed that one or two people identified curriculum standards and the other staff members complied with them. At other times, though, there were systematic reviews of standardized test scores to determine curriculum goals.

Evidence of one or two people establishing curriculum standards is given below:

I've just learned what's expected here at Rainbow

regarding English. So I teach according to that. [I learned it] from Sister Joyce. She said, 'This is what we want to do.' For example, when I came, she taught fifth grade and so she showed me what she had done and what I was expected to do [as the sixth grade teacher]. . . . And then when she moved to seventh grade, I just know what she expects them to have and that's what I do. (Rainbow sixth grade English teacher)

Like Renee' Matthews teaches [sixth grade] math. Towards the spring she'll say, 'Well, this is how much more time I have left. This is what I can cover. Which one would you rather that I cover among [the remaining topics]?' So, we cover the basics and then the extra is what we have a little possibility [of adjusting]. (Rainbow seventh grade math teacher)

Likewise, rules for both schools' reading curricula were established years earlier. At a reading meeting, Kwanzaa's principal stated that the school's standard was that no first grader could be promoted to second grade without having mastered the primer level. The rule had been in effect since 1983 and was stated in the student handbook, "Specific reading and math levels are to be attained for promotion."

At Rainbow, reading levels were problematic to one teacher who was surprised at their quarterly specificity (Appendix X). She felt that class demographics changed from year to year. Therefore, it was unrealistic to expect children to always be at a certain reading level at the end of each quarter. When she questioned the reading coordinator about the distributed copy of reading levels, the coordinator was unaware that had been done. The topic was brought up again thirteen days later at a reading meeting. The former coordinator indicated that, at one time, teachers had

recommended the levels. When the new coordinator asked if they were still valid, the teachers agreed that they were and the discussion ended.

While the above vignettes describe arbitrary curricular decisions at the local level, there were times when each school systematically evaluated curriculum and made appropriate changes:

Sister Cheryl [the guidance counsellor] would help us interpret what the [standardized test] results mean. And we try to come up with some strategies if we come up with some weaknesses overall in certain grade levels and certain subjects. Try to pinpoint what things needed to be worked on. An example would be story problems. We saw a weakness there. I know we strengthened the curriculum by looking for textbooks and other supplementary sources that could strengthen those areas. (Kwanzaa teacher)

The institution of the social studies this year was the result of some of the scores that the third graders received in comparison to the national average. Some of our focus in math has been because of the types of results the children received. So, basically, [we] gear a little bit of curriculum, not to the test, but to areas that showed weakness. (Rainbow teacher)

However, the option to study standardized test scores to evaluate how the curriculum was meeting individual student's needs was left to each teacher's discretion.

School autonomy allows administrators, faculty and parents to make curriculum decisions about their own students. At two site-based managed schools, curriculum standards were often determined by individual teachers or administrators. At other times, teachers used standardized test results for systematic curriculum evaluation. Local

school administrators chose not to have the faculty consensually agree on curriculum standards.

The Daily Schedule

Local school autonomy adapts to changing situations. Both schools used the central school office's guidelines (Appendix Q) to determine weekly class minutes. Kwanzaa teachers and administrators allowed nothing to interfere with reading and mathematics classes:

[The teachers] plan their schedule around the timing that's given [by the central office] so that they get all of the time in. Now in a few places, because we have special teachers--like art, physical education, computer--we might have to maybe go into their time a little bit, but not in reading or phonics.

[I set up my Chapter 1 schedule] and the sixth, seventh and eighth grade was unreal. They [the teachers] did not want them out of reading or math. They only wanted them out of gym or art. We had to go by each child and look at their schedule.

Teachers worked hard to meet the time requirements, but adapted their schedules when necessary:

Whenever we have a change of schedule--which is like every day--we make sure that every subject is put in. Like now we're putting in the extra music classes [for the Christmas program], but we make sure every academic subject is met that day for whatever length of time there is available.
(Rainbow teacher)

[Last year] I was teaching here Monday, Tuesday, Wednesday, Thursday, Friday: 8:30 until lunch. And I was working some place else in the afternoon usually. I simply came to her [the principal] last year. . . . And I said, 'Is there a way for me to teach Monday, Wednesday, Friday?' And she said, 'Come up with a schedule.' And I did. (Rainbow computer education teacher)

School autonomy allows school personnel to make

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necessary changes. And so, in 1990-91, Rainbow teachers and administrators added twenty minutes to their daily schedules to accommodate new classes such as computer education or extended class time for music. The principal and teachers liked the change which added sixty hours to the school year. While local school control allows school personnel to make both curricular and budgetary decisions, there was no salary increase because no one suggested one. According to the principal, "There was no salary increase or anything. Sixty hours. In fact, nobody even mentioned it, which they would have had the right to do." In justice, it seems the principal's autonomous position gave her the right and/or obligation to "mention" it.

Local school autonomy adapts to changing situations. Daily schedules were adjusted to suit curricular and personnel needs. To accommodate additional courses, Rainbow staff added sixty hours to the school's annual calendar. No one challenged the increase nor requested a commensurate salary increase.

Summary - The Exercise of Local School Autonomy and Curricular Decisions

Curricular decision-making at two site-based managed schools has been described. The control of the school resided at the local level rather than at the district level. Local school personnel, including administrators, teachers and parents, were committed to a common mission designed for

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their own students. Local circumstances demanded different approaches to identifying and remedying student needs. One school had an academic kindergarten, while the other had both an academic and a developmental kindergarten. Special programs varied to accommodate ethnicity, self-esteem, drug awareness, academic deficiencies and religious beliefs. Individual teachers and administrators established each school's academic standards which colleagues enforced. Daily schedules were adjusted to suit curricular and personnel needs. School autonomy is adaptable, but the solutions may not be desirable as evidenced by personal, professional or educational sacrifice.

Site-based management is a function, in part, of the local school community's acceptance and exercise of its autonomy. The control of the school resides at the local level where personnel are committed to a common mission designed for their own students. Because there is little bureaucracy outside the school structure, local school personnel design and implement a curriculum tailored for their own students.

Personnel

Personnel in schools governed according to the site-based management model make decisions about budget, curriculum and personnel. Since these three decision areas are diverse, they are being considered individually. For

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each topic, there will be a delineation of the argument that site-based management is a function of principal centrality, teacher empowerment and local school autonomy. The aim is to describe the behaviors associated with principal centrality, teacher empowerment and school autonomy and to illustrate how the functions relate to each other. Site-based personnel decisions are considered in this section.

The Centrality of the Principal

It is argued that site-based management is a function of the centrality of the principal which gives him or her the freedom to work in a decentralized fashion. It is the principal, not the superintendent, who holds the central position for personnel decision-making. The principal determines 1) the subject matter of personnel decisions, 2) the participants in those decisions, and 3) the degree of participation. The principal implements the decisions.

The principal first identifies the subject matter of the decisions and then determines participants and degree of participation according to the kinds of decisions that need to be made. At urban Kwanzaa Catholic School and suburban Rainbow Catholic School, personnel decisions centered on five areas: staff hiring, staff assignment, teacher performance, performance evaluation and staff development, and in-service. In each area, the principals selected the participants and decided the degree to which the participants and the principals themselves were involved in the decisions.

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Staff Hiring

The Catholic School Office required that all teachers be certified. Many teacher-candidates established files at the central office. The central office, in turn, validated their credentials and published lists of potential employees, but did not hire them. In assuming a central role, the Kwanzaa and Rainbow principals hired teachers and support staff. Sister Barbara, Rainbow's principal, interviewed candidates and then invited the partner teacher to also interview them before she made the final decision:

Barbara will interview and then she will get the partner of that teacher. And all three of us would sit. Then, after that, the person leaves and you have your input with Barbara and you say what you think. But in the end, it's her decision.

At Kwanzaa, Sister Janet interviewed prospective candidates and consulted with Sister Rita:

Janet usually does the interviewing. . . . Then she talks with me about it. But it pretty much is what she says.

In assuming a central role, the principals hired their own teachers and staff. Rainbow's principal invited partner teachers to participate in the interviews, but she chose new teachers. At Kwanzaa, one co-principal interviewed and selected new teachers.

Staff Assignment

At both schools, the principals assumed a central role and assigned teachers to teach specific grades and/or subjects. They functioned as human resource managers. The

teachers requested grade transfers which the principals granted, if possible:

In February, [the teachers receive a letter of intent] (Appendix Y) which asks if you are returning? Would you like to remain in the same grade? Would you prefer a change, if the change is there? We've had a lot of teachers here for a long time so pretty much they've stayed in the same area. (Kwanzaa)

If [teachers want to switch], then they go and discuss it privately. I think the bottom line is really if the administration feels it's a good switch. (Rainbow)

In general, the principals reassigned teachers when vacancies occurred. At times, teachers were honored that the principals had confidence in their abilities, while, at other times, teachers felt disadvantaged due to lack of seniority:

It's like Barbara just seeing where we would fit the best. . . . I taught fifth and sixth grade for thirteen years. There was an opening in the junior high and Barbara asked me if I would take it and my initial response was, 'No.' . . . During the summer, she asked me if I would move up to eighth grade. . . . I thought, 'Well, if she trusts me enough to take that, I'm going to do it. I'm going to try.' It's been wonderful! So, it's just like trusting her judgment. (Rainbow)

You don't really know when you leave in June [what you're going to teach]. . . . There are some teachers who have taught the same thing and I guess if you've been around here a long time, you have a little more leeway. I can only say for myself: I don't know what I'm teaching, who I'm teaching, or where I'm teaching. I just know I have a job. (Kwanzaa)

At both schools, the principals assumed a central role, functioned as human resource managers, and assigned teachers to specific grades and/or subjects. The teachers assumed that the principals "knew best" and, at the principals' request, often took new positions with little argument or

disagreement.

Teacher Performance

The principals, in fulfilling their roles as educational leaders, directed and guided the teachers' performance in their classrooms. The principal's autonomy enables him or her to decide the subject matter of personnel decisions, the participants in those decisions and the degree of participation. At Rainbow, the decision about how a teacher teaches was left to each teacher:

I suppose those [decisions] are ours to make. If there's a problem with it, Sister Barbara does come. Besides the formal time that she comes in to view us, she drops in every once in awhile.

I guess [you can teach] any way you want to. And if Sister Barbara sees something that she doesn't like, you can discuss it, but I've never really had her say, 'You can't teach that way.'

Both Kwanzaa co-principals indicated that they allowed the teachers to make their own decisions about their teaching styles and methods:

The method that is best for them is the method that will work. If it's not working, then we need to look at it to see what we need to do to make it work. Pretty much, they do their own thing.

The teacher's the most important person. The method is second to a teacher.

However, according to the teachers, the Kwanzaa co-principals maintained their central position, gave specific teaching suggestions, and monitored the teaching of reading:

Teacher: When I was observed the first time, I thought I had the best lesson ever. I thought it was very good. It went very well. The kids were attentive. No one

was falling asleep or jabbing each other. And the first thing Sister Rita said was, 'Your books weren't stacked this way and that way and the papers weren't handed in.' And I looked at her and said, 'Don't you want to know if they're learning anything? Doesn't that count for anything?' I was really appalled.

Interviewer: What if you disagree with the principals?

Teacher: I'm verbal about it. But if she gives me a suggestion in terms of how seating should be, I say, 'Well, I can live with that. I'll try that.' And I do try their suggestions and I will make that effort.

Interviewer: But can you also talk with them?

Teacher: Oh yes. And I say, 'Well, that's just not going to work for me.'

She [Sister Janet] has a set pattern on how she wants reading taught and you follow that. Nothing new should be involved. She doesn't like any of the new reading techniques that are around today. Old basal. That's how she wants reading taught strictly. . . . Following the guidelines in the teacher's manual.

One teacher defended the co-principals and said:

They encourage you to use the five steps of reading. . . . They encourage that you go through all those steps. They encourage that you use a lot of drill practice. They encourage, but they never say, 'You must do this.'

The principals, in fulfilling their roles as educational leaders, directed and guided the teachers' performance in their classrooms. The principals' autonomy enabled them to decide the subject matter of personnel decisions, the participants in those decisions and the degree of participation. The Rainbow principal allowed the teachers to teach as they preferred. If she disagreed with a method, the teachers believed she would tell them so. The Kwanzaa co-principals, on the other hand, maintained a more central position and specifically directed their teachers,

particularly in the teaching of reading. The teachers complied with the principals' requests; often, they did so begrudgingly.

Staff Development and In-Service

The principal's autonomy enables him or her to design in-service programs for their teachers. At both site-based managed schools, this responsibility belonged to the principals and each neglected it. With the exception of an occasional speaker, in-service was limited to the central office workshop, Spectrum (a Catholic conference), or the Michigan Association of Non-Public School (MANS) convention. Teacher attendance at these meetings was mandatory. However, because Spectrum concentrated on religious subjects, some Kwanzaa teachers negotiated with the principals not to attend. The principals encouraged teachers to attend workshops throughout the year, but they provided few in-service opportunities at their schools:

There are in-services that we just go to because we belong to the archdiocese. We all go to Spectrum. We all go to the MANS convention. . . . The teachers make their own decisions about what they go to during the year. However, . . . there are some teachers that [sic] I have told them they must go to such-and-such a class if there is a need for them to improve themselves in an area.
(Rainbow principal)

As far as staff development is concerned, we encourage them [the teachers] as far as taking courses. A lot of them are going on. . . . We are trying to get a speaker to come in just as a stimulus for the teachers, but we haven't been successful yet. (Kwanzaa principal)

We haven't had a lot of speakers. I miss that as input. (Kwanzaa teacher)

Principal autonomy allows the principals to design in-service programs for their teachers. The principals at both schools were responsible for teacher in-service and each neglected it. The principals required mandatory attendance at annual central office workshops and encouraged teachers to participate in other workshops as they occurred. On occasion, there were speakers at faculty meetings, but the principals neither conducted any assessment nor developed any systematic in-service programming.

Summary - The Centrality of the Principal and Personnel Decisions

Personnel decisions at two site-based managed schools have been described. The principals assumed a central role which enabled them to determine the subject matter of personnel decisions, the participants in the decisions, the level of participation and the degree to which the principals themselves participated in the decisions.

At both schools, the principals interviewed and hired their own teachers and staff. One principal permitted partner teachers to participate in the interview process. The principals also assigned their teachers to specific grades and/or subjects. The assignments were made when teachers requested changes or principals filled vacancies. There was minimal faculty disagreement with new assignments. The principals directed, guided and evaluated their teachers'

performance. One principal allowed her teachers to teach as they preferred, while the other principals maintained a more central position and monitored their teachers. These principals made frequent suggestions about classroom methodology, particularly in the teaching of reading, with which the teachers complied. All principals neglected systematic staff development and in-service and relied on central office workshops to fulfill in-service needs.

Site-based management is a function, in part, of the centrality of the principal. By assuming the central role formerly held by the district superintendent, the principal is responsible for personnel decisions. In site-based managed schools, personnel decisions are made by the principal with limited input by faculty members. By assuming a central position in the personnel process, the principal is no longer a middle manager, but is responsible for meeting the school's personnel needs. The principal maintains a reciprocal relationship with staff, parents and students by fulfilling their requests for maintaining an educational environment staffed by qualified and capable professionals.

Teacher Empowerment

This study argues that, in addition, site-based management is a function of teacher empowerment which gives opportunities to teachers, in a decentralized structure, to act autonomously, to exercise responsibility, to make choices

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and to possess authority in the decision-making process. Empowered teachers are valued for their professional expertise and creativity. However, empowered teachers are subject to the principal's authority as presented in the preceding section. The only personnel decisions made by Kwanzaa and Rainbow teachers were their grade assignments and their professional performance. However, Kwanzaa School had two teachers, the Justinians, who exercised, and were allowed to exercise, considerable more power than the other teachers. Even though they did not make budgetary, curricular, or personnel decisions, their roles as empowered teachers will be described here. By examining this variation as well as the personnel decision areas, it is possible to see some of the behaviors associated with teacher empowerment in site-based managed schools.

Staff Assignment

Empowered teachers have opportunities to act autonomously, to exercise responsibility, to make choices and to possess authority in the decision-making process. Most Catholic school teachers are not unionized and neither were the Kwanzaa and Rainbow teachers. As a result, no one negotiated for them or ensured that they were given fair and just treatment. They each did that for themselves.

At both schools, all teachers were originally hired for specific areas, but, over the years, some desired changes. Teachers made choices about which grades or subjects they

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I went down to the office one day and said, 'You know, these little second graders came up to show me their loose teeth . . . and I don't care that [their] teeth are loose. I can't share that with them. [I need to] move up to another grade.' That was my decision.

I had taught all the English and my partner taught all the reading. So we talked and each of us wanted an English/reading block and connect the two. . . . It came from our desires which were expressed to the principals and they liked it and it was worked into the schedule.

If possible, the principals accommodated requests for grade/subject changes. However, when classrooms closed, the principals reassigned teachers. Since empowered teachers act autonomously, some teachers used their power to negotiate a better arrangement for themselves. Given below are two sides of the same story:

In June, they [the principals] said, 'You're going to teach sixth grade.' . . . And I fussed and fussed and I wasn't happy. . . . In the summer . . . they asked me if I would like to teach fourth grade? And I said, 'Yes.'
(Kwanzaa teacher)

We went from three fifth grades down to two. . . . So we had to ask Cecilia Irvin to go to the sixth grade. She was very upset about that. . . . I think she was really at the point of not signing the contract. (Kwanzaa co-principal)

It seems that the principals made staff adjustments because they feared that the teacher would not sign her contract.

The teacher used her power to her advantage.

Empowered teachers have opportunities to act autonomously, to exercise responsibility, to make choices and to possess authority in the decision-making process. Kwanzaa

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and Rainbow teachers negotiated their grade and subject assignments with their principals. In most cases, their requests were granted. Some teachers acted autonomously and convinced the principals to make decisions which best suited the teachers' personal placement desires.

Teacher Performance

Kwanzaa and Rainbow teachers were most empowered within their classrooms where they acted autonomously, exercised responsibility, made choices and possessed authority in the decision-making process. They made decisions about how to teach and implemented those decisions. This was especially true at Rainbow where the teachers felt that "the teachers decide how they're going to teach." They were open to suggestions, particularly from their peers:

I think their partners do a lot for each other too. They look at each other and they learn from each other.

You feel what's right. You know what's right. If anyone gets wind of anything you might not be doing quite right, it's brought to your attention, whether it's by your partner teacher or the principal.

However, revitalizing old ways was not as easy as the Rainbow teachers made it seem:

I am not happy with the way reading is being taught in the school. . . . However, as the new kid on the block, for the first year and a half I tried to keep things low-keyed. . . . I felt I had to get to know people better before I would have any influence. . . . The teachers . . . need updating in teaching reading. A lot of them are just teaching out of a basal the way it's been taught for eons. . . . Some [teachers] are trying very hard to get away from relying on that reader and other things.
(Rainbow reading coordinator)

How to teach reading was a sore point at Kwanzaa where the principals demanded that it be taught their way. For other subjects, the teachers had mixed responses about the principals' directing their teaching:

As long as . . . you have control of your classroom, anything that works for you works for them [the principals]. But as soon as you lose that control, then they'll step in.

The teaching methods here are very different from other schools that I've been. . . . Here, it's very much more liberal. Teachers are allowed to do basically whatever they want.

In this room I can do what I want as long as it looks like I'm doing what I'm supposed to do.

With the exception of Kwanzaa's reading classes, the teachers were most empowered in their own classrooms where they acted autonomously, exercised responsibility, made choices and possessed authority in the decision-making process. They made decisions about how to teach and were free to implement those decisions. However, there was principal supervision, particularly at Kwanzaa, which makes it difficult to separate the central role of the principal from teacher empowerment. As long as teachers and principals balanced their roles, people were respected for their professional expertise. Unnecessary interference caused an imbalance and raised doubts about people's professional competency.

The Justinians

This section does not describe teacher empowerment in personnel decisions. Rather, it is the story of two

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empowered teachers, the Justinians, at Kwanzaa School. Because their role had an impact on the Kwanzaa principals and staff and is important to the discussion of teacher empowerment and site-based management, it is presented here.

Two women, from a religious order, the Justinians, were on Kwanzaa's staff. Both had doctoral degrees and together they had developed an educational theory and compatible teaching techniques. Their dream was to start their own school based on their educational philosophy. Basically, theirs was a positive, non-competitive approach to education; contractually, students were responsible for their learning and their relationships with one another. While the Justinians allowed the researcher to examine their materials, they did not permit the researcher to keep or copy them. They would not be interviewed because they felt their program was so different that it would take too long to explain.

One co-principal commented that the teachers resented the Justinians because they participated or did not participate in certain school activities according to their philosophy's tenets. Two examples included 1) their students' bathroom privileges and 2) their students' participation in certain school functions. Except for emergencies, all Kwanzaa students used the bathrooms at specifically assigned times; the teachers supervised them. Because the Justinians believed in the students' learning responsibility, their children were allowed to use the

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bathrooms as needed and unsupervised. Secondly, believing that competition should be avoided, the Justinians' students did not participate in school contests, such as the pumpkin-decorating contest, nor did they participate in the honor roll. In a number of schools, these two examples are the norm rather than the exception. At Kwanzaa, however, these examples were the exceptions and only the Justinians varied from the norm.

When questioned why the Justinians were hired, Sister Janet said that the superintendent had called in the spring of 1988. He was familiar with the Justinians' educational approach and wanted to introduce it into the school system. If Kwanzaa School had two openings, he wanted them to work there. He brought them to the school to meet the principals and explore the school. The women spent one day in school and one overnight with the co-principals at the convent. According to Sister Janet, there was an interview, "so to speak," which consisted primarily of the Justinians talking about their program. Because the school is highly structured, it is my opinion that the Justinians would have observed that the two educational philosophies were diametrical opposites. However, later in the spring, the Justinians called and asked to be hired. At the time, there were only one and one-half openings, but Sister Janet hired them and adjusted the grade assignments. When asked, Sister Janet indicated that she could have refused them if she so

desired. And so, the researcher concludes that this is, in fact, an example of principal centrality in the hiring process. However, it seems to be an example of older religious women's desire to please those in authority. It seems that the Justinians knew that and knew that they had the superintendent's support. These two facts were the source of their power.

One Kwanzaa teacher believed in the Justinian philosophy. The others seemed not to understand it, but knew that those teachers were allowed to do things differently than they. One Kwanzaa non-teacher observed that a teacher's classroom should be his or her domain, but only the Justinians were allowed to function that way because they spoke up to the principals:

One of the joys of teaching is that [the classroom] is yours. [Here] there is supervision and if there is any disagreement, the teacher doesn't last. The only exception to that . . . is the presence of other religious women [Justinians] who are in a position of . . . saying [to the principals], 'You can take this job and -----.' . . . They have very strong views about how teaching should be done. And they're doing it. They also have the advantage of having a good relationship with the principals.

The observations may be correct since one of the co-principals commented one day that the Justinians'

philosophy is much different than ours. They think we're too structured, like a prison. And I don't feel that way at all.

Whether it was true or not, the impression was that the Justinians possessed controls and privileges which the other teachers did not.

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In selecting grade assignments, seniority was usually considered. However, the Justinians made their own choices no matter how it affected the other teachers. One teacher, Cecilia Irvin, had been at Kwanzaa for four years, but she was forced to change grades because the Justinians, at Kwanzaa for two years, refused to be split and insisted on being teaching partners in the fifth grade. For whatever reason, the principals decided in their favor and Irvin was directed to teach fourth grade.

It seems that the Justinians were empowered women who made their own choices and decisions. The Kwanzaa principals allowed them more freedom than the other teachers. However, except for teaching reading, it is unclear whether the other teachers wanted more power than they had. One may speculate why the Justinians had more power. The co-principals may have allowed it because of their common commitment to religious life or because the Justinians had higher educational degrees or because they had the superintendent's support. For whatever reason, the Justinians acted autonomously to the benefit of their students and to the consternation of their principals.

Summary - Teacher Empowerment and Personnel Decisions

Personnel decision-making at two site-based managed schools has been described. The teachers were empowered as evidenced by the opportunities they had to act autonomously,

to exercise responsibility, to make choices and to possess authority in the decision process. The opportunities for personnel decision-making included grade/subject assignment and teacher performance. The teachers negotiated their grade and subject assignments with their principals and most requests were granted. The teachers were most empowered within their classrooms where they made decisions about how to teach and implemented those decisions. In one school, two teachers were more empowered than others in staffing, classroom management and disciplinary decisions.

Site-based management is a function, in part, of the empowerment of the teachers. In site-based managed schools, the teachers were empowered to make some personnel decisions. Since they were not unionized and represented themselves, faculty members functioned as autonomous individuals seeking to be recognized for their professional expertise. For the most part, they received that recognition.

The Autonomy of the Local School

Site-based management is also a function of the local school community's acceptance and exercise of its autonomy. The control of the school resides at the local level rather than at the district level. Local school personnel, including administrators, teachers and parents, are committed to a common mission designed for their own students. The absence of bureaucracy enables the participants to quickly diagnose and remedy problems peculiar to their schools.

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Personnel decisions included staff hiring, staff assignment, and staff development and in-service. By examining personnel decisions, it is possible to see some of the effects of accepting and exercising autonomy in site-based managed schools.

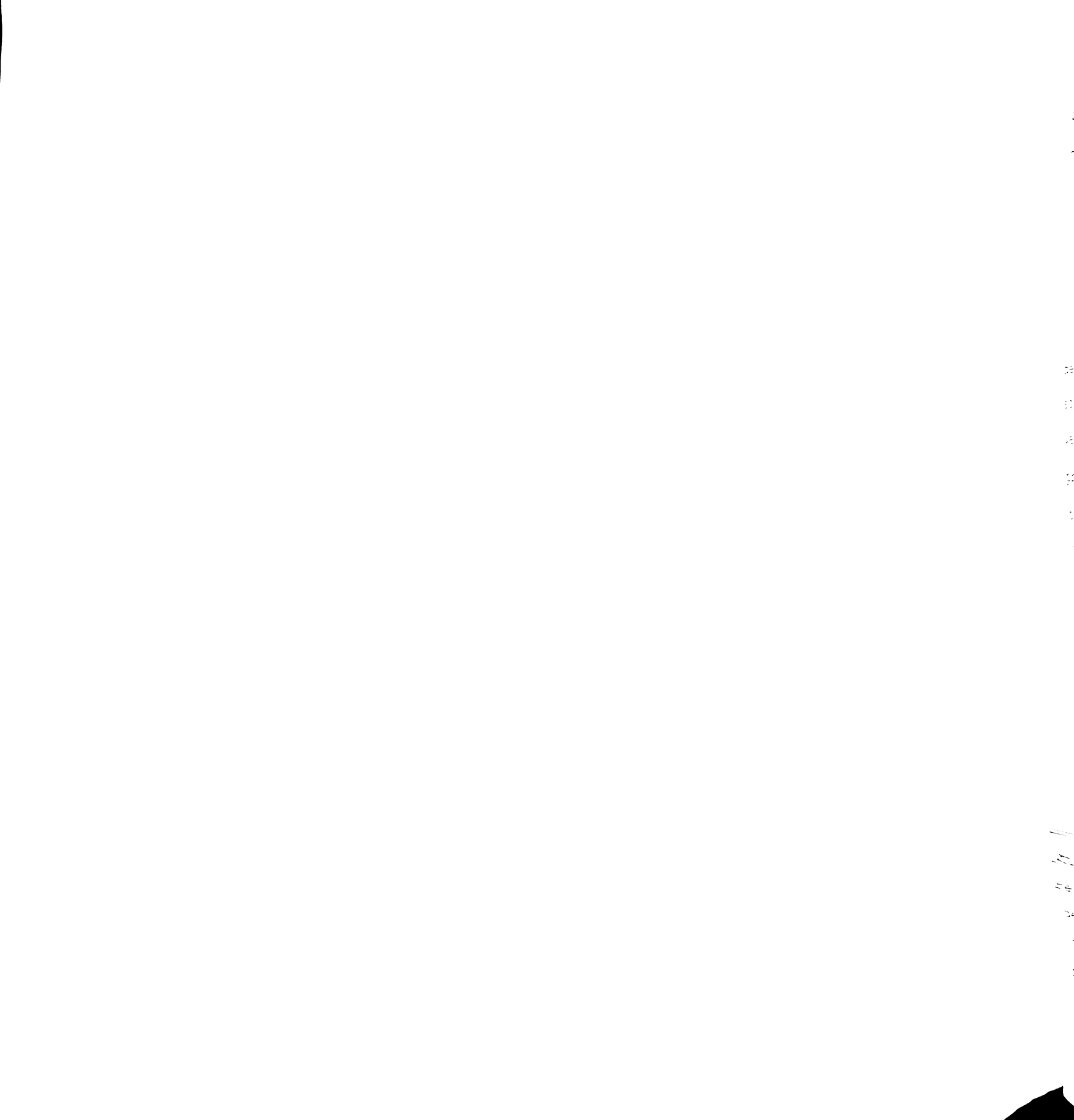
Staff Hiring

Local school control enables participants to make decisions about their own faculty and staff members. Kwanzaa and Rainbow principals interviewed and hired teachers who were qualified, suited to their schools, and with whom they, and others, were able to work. When the principals found a teacher candidate who satisfied their criteria, they sometimes made special arrangements to circumvent the central office's requirement that all teachers be Michigan certified:

Our teachers are always certified. Right now, we have some in process. Like Christine came from Louisiana, so she's in process. Dr. James Ray has his PhD. and two masters, but he's in the process of being certified. Susan Randall just came from Ohio and she had Ohio and Pennsylvania certification, so she's in process from Michigan.

I've had some teachers who've come from a different state, but this was an exemption from the state. . . . If they come from different states and needed their requirements to be updated and didn't have time, . . . I would sponsor them for that amount of time.

The part-time Kwanzaa computer teacher was more than seventy years old and had limited experience teaching elementary students. In her first year at Kwanzaa, she was teaching without a contract. In two months, she could not control the older students, in particular, and the principals



knew there was a problem. One principal began visiting her classroom almost daily and the other had begun to look for a replacement. At the end of October, the computer teacher resigned. It seems that the principals may have suspected a problem from the beginning and did not present her with a contract binding them to an unsatisfactory agreement.

Local school control enables participants to make decisions about their own faculty and staff members. At both schools, the principals interviewed and hired teachers who were qualified and suited to their schools. When needed, the principals made special arrangements so that prospective teachers would not be lost. In one instance, the principals hired a teacher, but did not offer her a contract. They monitored the situation and made changes without being contractually bound. Local school personnel, rather than district personnel, managed their own human resource relations.

Staff Assignment

School autonomy allows principals and teachers to make personnel decisions peculiar to their schools. While the principals at Kwanzaa and Rainbow functioned as human resource managers, they permitted the teachers to make decisions about their own placement. Annually, Kwanzaa teachers received a letter of intent (Appendix Y) in which they indicated whether or not they were returning and whether

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or not they would like to teach another grade and/or subject. If a teacher requested a change, the principals accommodated that change. When classrooms were dropped, Kwanzaa principals relocated the affected teachers before hiring new teachers. Rainbow teachers had a more informal transfer process. They simply talked with the principal in the spring and she made the change in the fall.

Local school autonomy enabled the principals to function as personnel directors. The teachers requested transfers which the principals usually facilitated. Individual teachers did not request frequent changes, but, when they did, the local principals arranged the change with little difficulty.

Staff Development and In-Service

Local school control enables participants to make personnel decisions pertinent to their own school. As described above, personnel decisions provided limited opportunities for teacher empowerment and local school autonomy. Staff development and in-service is, perhaps, the area best suited to these two functions because teachers should be responsible for their own development and in-service should be tailored to each school's special personnel needs. It was not evident, at either school, that local school autonomy was important to staff development and in-service.

The single most important in-service event at both

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schools was the annual conference or convention sponsored by the central office. Teacher attendance was mandatory and individual needs were met only if portions of the conference appealed to individual teachers. Kwanzaa teachers indicated that they could suggest agenda items for faculty meetings, but they were rarely in-service topics. Rather, the meetings concentrated on "what to do" about such things as report cards or open house. Kwanzaa teachers also indicated that they could suggest in-service speakers, but they disagreed about whether or not the principals would arrange for the speakers to come:

Sister Rita and Sister Janet are very open and very receptive to anything that someone wants to bring in. . . . The staff is good for that here. If they come across . . . a speaker that they've heard is really good, they invite them and that is okay for meetings. It's just getting more people to do that.

I write it every year on the end-of-the-year suggestion form that in-service meetings be held for teacher education programs. And they haven't done it.

Rainbow teachers also had the opportunity to suggest speakers for in-service and, at the suggestion of a teacher, a CPR training session was offered in the fall. Even though Rainbow teachers answered a goal-setting, evaluation question about developing professional competence during the year (Appendix Z), there was no school plan to assist the teachers. The reading coordinator had a plan for determining personnel in-service needs, but had not implemented it during the first semester:

I want to talk with the teachers about it [a workshop] and find out: What do you want? What do you need? Do you want to spend the time doing this? Some of them may say, 'We spend enough time on our own doing these things. We don't want to stay after school one day to do this.'

Perhaps she was reflecting the thoughts of staff members:

in-service at the local level demands our time, our money and our commitment.

Local school control enables participants to make personnel decisions pertinent to their own school. Designing specialized in-service programs for individual faculties is a function of site-based management. However, neither school operationalized that function. Therefore, both faculties received the same staff development as every other faculty within that Catholic school system.

Summary - The Exercise of Local School Autonomy and Personnel Decisions

Personnel decision-making at two site-based managed schools has been described. The control of the school resided at the local level rather than at the district level. Local school personnel, including administrators and teachers, were committed to a common mission designed for their own students. The principals managed their own human resources and interviewed and hired their own faculty and staff members. Likewise, they accommodated teacher requests for grade and/or subject changes. Finally, both schools had the opportunity to design their own staff development and

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in-service programs, but neither school did so. Rather, local school personnel participated in district-wide in-service programs.

Site-based management is a function, in part, of the local school community's acceptance and exercise of its autonomy. The control of the school resides at the local level where personnel are committed to a common mission designed for their students and faculties. Because there is little bureaucracy outside the school structure, local school personnel have the opportunity to implement personnel decisions tailored for their staffs and students.

Summary

The Operationalization of Site-Based Management

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. As operationalized in these two schools, the argument is that site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy. Data about these functions and budgetary, curricular, and personnel decision-making has been presented.

In two site-based managed schools, the centrality of the principals enabled them to determine the subject matter of

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budgetary, curricular, and personnel decisions, the participants in the decisions, the level of participation, and the degree to which the principals themselves participated in the decisions. The principals assumed roles traditionally held by district superintendents. They became business managers, curriculum directors, and personnel directors and were responsible for ensuring 1) that the budget was balanced, 2) that the curricula met students' needs, and 3) that the schools' personnel needs were met. However, the principals shared their responsibility, through the decision-making process, with teachers, parents and other school personnel. Even though the schools varied in their decision-making processes, shared responsibility created a reciprocity between the principals and their constituents. On the one hand, the principals allowed shared decision-making and, on the other, they assumed responsibility for 1) maintaining adequately supplied schools, 2) providing educational environments which offered stimulating and challenging curricula, and 3) hiring qualified and capable professionals.

Empowered teachers at two site-based managed schools had opportunities to act autonomously, to exercise responsibility, to make choices, and to possess authority in the decision process. The degree of decision-making power varied at the two schools. In general, teachers 1) made budgetary decisions which affected their own students and

classrooms; 2) made curriculum decisions in ways that were often arbitrary and not systematic; and 3) made personnel decisions about their own placement and performance. For the most part, teachers were valued for their professional expertise and creativity, but often neither they nor the principals challenged or questioned each other in the decision-making process.

When a site-based managed school community accepts and exercises its autonomy, the control of that school truly resides at the local level where administrators, teachers and parents are committed to a common mission designed for their own students. The schools varied in budgetary, curricular and personnel decisions. However, because there was little bureaucracy outside the school structure, each school community concentrated on the needs of its own students and staffs. The absence of bureaucracy enabled the participants to quickly diagnose and remedy problems peculiar to their schools. As a result, these local communities 1) established and maintained their own budgets, 2) designed and implemented their own curricula, and 3) implemented personnel decisions peculiar to their schools.

Humanistic Organization Theory and Decentralization

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of

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humanistic organization theory and decentralization. In this chapter, data is presented in three sections. First, this study argues that site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy. Second, because theorists link site-based management to humanistic organization theory and decentralization theory, this study examines the variations in the theories' indicants: flexible decision-making, accountability, increased productivity, better performance, more staff self-direction and control, and increased satisfaction. Finally, trends on select school outcomes are presented. This section presents data on site-based management and humanistic organization theory and decentralization.

Operationalized in schools as site-based management, the decentralization theory argues that there will be flexibility in decision-making, accountability and increased productivity. The humanistic organization theory argues that there will be better decisions and performance, more responsible staff self-direction and control, and increased satisfaction. The argument is that site-based managed schools not only value the contributions of their employees, they are also more efficient and productive. They have a more satisfied staff and are better managed organizations. By examining budgetary, curricular, and personnel decisions

1. The first part of the document is a title page. It contains the title "THE HISTORY OF THE UNITED STATES OF AMERICA" and the author "BY JAMES MADISON".

in site-based managed schools, it is possible to see how site-based management fits with decentralization and humanistic organization theories.

The data presented in the preceding sections described flexible decision-making, including the content of the decisions, the participants in the decisions and the degree of participation. And the data included in the teacher empowerment presentations described staff self-direction and control. Therefore, there will be no re-examination of these indicants of humanistic organization theory and decentralization. This section will present data about accountability, productivity and satisfaction in site-based managed schools.

Accountability

Accountability is an objective of decentralization. It is described as a performance control or a monitoring system which measures results and/or motivates participants. As the argument goes, site-based management includes elements of accountability. While the school remains accountable to the district and the state, local school personnel shares information with teachers, parents and students. The hope is that involvement is increased and becomes more meaningful because communication with the school is better. In turn, school support is increased. Data about budgetary and curricular accountability will be presented.



Budget

Site-based managed schools are decentralized schools and, as such, are accountable to their constituents. Two methods of budgetary accountability are monitoring and information sharing. When describing the central role of the principal, one method of budgetary accountability, monitoring, was presented and described the extent to which parents, non-parents and teachers were involved in that process. Data indicated that, at one school, only the principals monitored the budget. At the other school, the principal, school parents and parish members monitored the budget. Faculty members were careful about spending money for supplies and materials, but they did not systematically monitor the schools' budgets. This section will describe a second method of budgetary accountability, information sharing, at two site-based managed schools.

Information Sharing

Sharing or withholding information can be a powerful form of control. At Kwanzaa and Rainbow schools, budgetary information was withheld, shared selectively, shared in detail or shared upon request; budgetary disclosure was oral or written. Fifty percent of the Kwanzaa faculty and staff did not know what types of budget information were released, if any. The pastor stated that no budget information was disclosed. He said, "That's not because it's being hidden. There is no process or system for releasing that

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information." Several teachers commented:

[No budget information is released to me.] The only thing that I hear about is Chapter 2. They tell us how much we're getting each year and how much we spent last year and how much we should be trying to spend this year.

[No budget information is released] that I know of. . . . Sometimes at meetings it's mentioned that we only have so much money. I don't know.

According to the principals and the bookkeepers, some budget information is, in fact, disclosed to select groups, including the school board, the parish council and the bishop's office:

We show a summarized version to both the school board and the parish council. . . . We give the school board just a summary sheet of big topics of what is spent. What is spent on administration and salaries and all of this. Not the detail. . . . Downtown [the bishop's office] gets the detail.

To the board; we usually give them a copy of the breakdown. Like say your tuition: the amount of money and the amount of money for fundraising. We just go right down. We have account numbers and then the distribution. We do try to lump it more so they don't pick out a certain thing. Like if you put all your salaries together. Then they don't say, 'Well, how come so-and-so is getting this?' And they can figure it out in their mind who's getting what, you know. Sometimes people say things, sometimes they don't. They didn't really say anything this time. They kind of looked it over and they seemed pleased with it.

In an examination of Kwanzaa's documents, the 1989-90 budget, as presented to the school board, was found (Appendix AA).

There was minimal written budgetary information in Kwanzaa's documents. One piece of information was a statement in the church bulletin (7 October 1990) which is seen by parish members only. In that statement, the Fathers' Club indicated that it had collected seventy-five percent of

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the grade school's and high school's athletic budgets, an amount that was "well over fifty thousand dollars." In October 1990 the principals sent a letter to all parents stating that Kwanzaa Catholic would benefit from Chapter 2 funds and listed the areas where purchases would be made; no monetary figure was given. Officers in the Mothers' Club received a written projected budget for their organization and the Fathers' Club often indicated, in its newsletters, the amount of money which it needed to raise.

Budget information, given verbally, was also minimal at Kwanzaa. One bookkeeper stated that parishioners, not the school parents, knew the amount of the annual Catholic Services Appeal (CSA) grant to the school: "They do make public how much they get from CSA. It is announced in the bulletin and from the pulpit during our CSA drive." And at each monthly meeting of both the Fathers' Club and the Mothers' Club, the treasurers gave oral financial reports to the members.

At Rainbow Catholic, on the other hand, there was much more financial disclosure to teachers and board committees:

[The finance committee receives the reports; so do the committees which have their own budgets.] And I give it to the teachers at different times throughout the year. In fact at this current faculty meeting, I'm going to give an account of our heating and lighting because the light bills are just outstanding. . . . So I'm just going to show them where we stand just so that they're aware of those kinds of things. At times I give it to the whole population here. There have been times when I've told the parents that, without dollars, because of our declining enrollment, . . . we will have a deficit.

And I always tell them when we have a deficit. I think they should know that and I always do it. Because the fruit sale always makes so much money and makes money over and above what was budgeted for it, they always know where that money is going. I tell them ahead of time where we propose to put it.
(Rainbow principal)

She [the principal] has shown us the budget at times, like on an overhead. Generalities. This goes here. This goes there. We're in the red or we're in the black. We need to watch. . . . She does advise us that way. She's pretty good about that. She lets us know what's going on. (Rainbow teacher)

Sister Barbara does present it to us on an overhead. So we know textbooks, maintenance and personnel. We know the topics. . . . We see a grand total and the breakdowns. (Rainbow teacher)

Sister Barbara will tell us at a staff meeting that there is a budgetary problem. Or that we need to go back and review the program. Or she will just ask us to take it easy. (Rainbow teacher)

The bishop's office, which oversaw all parishes in the diocese, received an annual parish budget report; the school's budget was also included. Monthly, the school board finance committee received a copy of the complete budget-to-date (Appendix BB). Summarized budgetary information was given to other groups:

[Budget information] is not released. It's very, very confidential. All school board members see the main budget, but they don't see the [exact] figures--the figures that come out at the finance meeting. That's not released. That's Sister Barbara's preference. The finance committee does know. It knows exactly where we stand to the penny. Then we make a general report to the school board. [For salaries] we group it. . . . Sister Barbara is very, very protective of her staff. Very protective. And names don't come out. Salaries don't come out, unless we start talking cuts. We want to know where we stand as far as approximately how much money we're going to receive if we do cut a teacher or a staff member. (School board member)

The school board gets it [a copy of the budget]. And

there is a percentage breakdown that shows how much of the budget is based on tuition, the percentage of tuition, and all other activities. It lets us know that the fundraisers are necessary and that kind of thing. (Parents' club member)

While parents did not see the budget, interviewees volunteered that parents could request to see it. Disclosing budgetary information was not a problem at Rainbow:

Very soon after the budget is submitted to the diocese, that information is available to . . . any parishioner who wants to come in and take the time to go through it and ask questions. And then those questions are normally referred to either me, Sister Barbara or the accountant. . . . So we have people who can handle those questions. (Rainbow pastor)

I think if somebody is interested, that information is always available at the office. Sister Barbara would always sit down with somebody and go over it with them. (Athletic board member)

You could get it if you wanted it. At the beginning of the year when she [the principal] has the first parent meeting, she talks about the budget then. But if you want to know about the budget, you wouldn't have a problem getting it from her. (Rainbow staff)

There was a great deal of written financial information in Rainbow's documents. In her monthly newsletters to parents, the principal gave consistent and detailed financial reporting about various fundraising projects and activities. The P.T.A. and the Sports Board presented written financial statements at their monthly officers' meetings and P.T.A. newsletters included budgetary information. School board meetings were held each month and a Finance and Tuition Report was a regular agenda item. During two months at the school, a committee was formed to correct the cafeteria's deficit budget. The principal gave a detailed and specific

financial statement about the cafeteria's operations to each committee member.

Summary

The argument for site-based managed schools is that they are decentralized and, as such, are accountable to their constituents. Two methods of budgetary accountability are monitoring and information sharing. Earlier sections indicated that, at one school, only the principals monitored the budget; at the other school, the principal, school parents and parish members monitored it. Teachers spent money carefully, but they did not systematically monitor the schools' budgets. In this section, budgetary information sharing, an accountability procedure, has been examined at two site-based managed schools. The schools' principals shared financial information with their constituencies in different manners.

The Kwanzaa principals sent an annual budget report to the bishop's office. School board members and parish council members received general, not specific, financial information; this did not seem to happen at regular scheduled times. Faculty was rarely informed about the budget and parents knew nothing about it, except for the cost of their tuition and fees. Parent groups regularly presented oral financial reports to their members, but written financial accounts were minimal.

The Rainbow principal disclosed specific budgetary

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information to select groups which may be due, in part, to the parish monitoring and control procedures. The bishop's office and the school board finance committee were the only groups receiving detailed budget reports; the principal gave general financial information to faculty, school board members and parent clubs. The parent clubs regularly gave oral and written financial reports to their members. Complete and specific budgetary information was available to any person upon request.

Curriculum

Accountability is a performance control in which results are monitored and used to measure or to motivate (Brown, 1990; Mintzberg, 1983). Site-based managed schools are decentralized schools and, as such, are accountable to their constituents. Proponents of site-based management argue that local school accountability results in increased parental involvement due to better and more meaningful communication (Clune and White, 1988). Two methods of curricular accountability are monitoring and information sharing. When describing local school autonomy, one method of curricular accountability, monitoring test scores, was presented. Data indicated that there were times when each school systematically used test scores to evaluate curriculum and make appropriate changes. However, the option to study standardized test scores to evaluate how the curriculum was

meeting individual student's needs was left to each teacher's discretion. This section will examine a second method of curricular accountability, reporting procedures, at two site-based managed schools.

Reporting Procedures

Sharing information with parents, students, and teachers is one goal of decentralization and site-based management. Kwanzaa and Rainbow students received quarterly report cards which described their daily academic progress. Both schools participated in the diocesan-wide academic achievement testing program, the National Test of Basic Skills published by Testronics. Teachers used the test results to improve curriculum and to monitor both student and teacher performance. At the end of the school year, parents received printout copies of their child's test scores; parents were not informed about the schools' or grades' specific academic achievement. Both schools held mandatory parent-teacher conferences in the fall and optional conferences throughout the year. In addition to report cards, standardized test results, and parent-teacher conferences, Kwanzaa and Rainbow parents received other academic progress reports.

Reporting to parents included sending schoolwork packets, homework notebooks or progress reports and making phone calls. Parents received daily, weekly, biweekly or monthly reports depending on the grade level:

As far as the kids' schoolwork [is concerned],
they [the teachers] send packets of papers home.

They gather these packs of papers for a two-week period and they send them home with the kids. That would be the daily work as far as the parents' knowing what the kid's doing in school.
(Kwanzaa parent)

[They have] homework notebooks in middle grades; the younger grades, I don't know. My son's in the second grade . . . where he has an assignment sheet by day of all subjects. I love that. That is a very good policy. (Rainbow parent)

At the first grade level, their work is sent home every day from the previous day. (Kwanzaa)

The kids in [grades] four through eight have a homework notebook that they write in daily and it's a cumulative thing. And the teachers are free to write notes in it. Parents know about this. Parents sign it. We get notes back from parents. (Rainbow)

I send their papers home every single week. I started that the very first week of school so they're [the parents] very knowledgeable about what their children are doing. And those papers are returned to me. I give them out on Monday and they are back by Thursday, signed and corrected. (Kwanzaa)

And then sixth through eighth grade [teachers] . . . decided that they wanted to keep all parents informed of children's progress. It would really save them a lot of time--rather than sending something here, there and everywhere--that every parent would know where the child was and could help them or call for an appointment. . . . So, then they [the teachers] started those three-times-a-quarter progress sheets (Appendix U) where they just check satisfactory or unsatisfactory and conduct and effort also. (Kwanzaa)

Halfway through the quarter, we have a green slip (Appendix T). . . . It's like the kid knows that if he got a green slip, it's critical. But we do that [during] the fourth week into the quarter so they have enough time to do remedial [work] and to bring that grade up. It's an academic report. (Rainbow)

If a child is having problems, the teachers are expected, before report card time, to contact

the parents. I mean, you don't spring a failure on a parent. . . . If there's a drastic drop from what the child has been doing, notify parents right away. (Rainbow)

The argument for site-based managed schools is that they are decentralized and, as such, are accountable to their constituents. Earlier sections indicated that teachers monitored standardized test scores to evaluate and change curriculum. Monitoring individual student's test scores and curriculum appropriateness was left to the teachers' discretion. Curricular reporting, an accountability procedure, has been examined at two site-based managed schools. The Kwanzaa and Rainbow faculties reported student progress to parents through report cards, standardized test results, progress reports and the systematic return of students' work to their parents. Teachers also reported student progress at parent-teacher conferences and through personal notes and phone calls.

Summary

Budgetary and curricular accountability procedures at two site-based managed schools have been described. Through these procedures, school personnel informed their constituents about the budget and the curriculum. Two accountability methods are monitoring and information sharing. Earlier sections described budgetary monitoring procedures, while the above sections described information sharing which differed at the two schools. In one school,

the principals gave general, rather than specific, financial information to school board members and parish council members. Almost no financial information was given to parents or teachers. At the other school, the principal gave specific financial information to select groups. This may be due, in part, to the parish monitoring and control procedures. The principal gave general financial information to faculty, school board members and parent clubs. Parent clubs regularly gave financial reports to their members.

Curricular information sharing at two site-based managed schools involved faculty members reporting student progress to parents. Reporting instruments included report cards, standardized test results, progress reports and the systematic return of students' work to their parents. Teachers also reported student progress at parent-teacher conferences and through personal notes and phone calls.

Accountability is an objective of decentralization and site-based management includes elements of accountability. While the school remains accountable to the district and the state, local school personnel shares information with teachers, parents and students. The hope is that involvement is increased and becomes more meaningful because communication with the school is better. Two site-based managed schools shared limited financial information with their constituents. In one school, the principals were almost solely responsible for monitoring and maintaining a

balanced budget. They were rarely questioned about their financial management. At the other school, the parish accountability structure enabled the principal to share financial information and ensured that the budget was monitored. Even though the schools had different accountability procedures, both maintained balanced budgets under the principals' direction. Curricular accountability, however, included more parental and teacher involvement. The faculty used test scores to evaluate the curriculum and regularly reported student progress to students and parents. At two site-based managed schools, constituents were more involved in curricular accountability than budgetary accountability. Later sections will present the trends related to parent satisfaction and commitment, both of which will increase in site-based managed schools, according to decentralization and humanistic organization theorists, because the constituents are involved.

Productivity

Productivity is another objective of decentralization. Decentralization proponents argue that increased productivity is a by-product of greater autonomy. Since site-based managed schools are autonomous, the argument is that those schools operate cost-efficiently and have good student performance. Data about budgetary and curricular productivity will be presented.

Budget

As the argument goes, site-based managed schools are autonomous and, therefore, are financially productive. The efficient use of resources is a measure of productivity. One way to examine financial efficiency is to study student costs.

Income

Tables 9 and 10 indicate per-pupil spending and tuition rates at Kwanzaa and Rainbow schools. At Kwanzaa, the percentage of increase in tuition and fees over the last four years has been greater than the increase in per-pupil spending. This is also true at Rainbow, with the exception of the 1989-90 school year when per-pupil spending increased by twenty-six percent, while the tuition was raised only nine percent. Since neither school charges tuition and fees equal to the cost of per-pupil spending, the balance of income was generated by fundraising, grants and parish subsidy.

Expenditures

In these two site-based managed schools, per-pupil spending is less than that of their respective local public school districts. This is due, in part, to the fact that Catholic school teachers are generally paid less than their public school colleagues. Examining student costs in terms of programs and materials enables the reader to make a more knowledgeable comparison of Kwanzaa and Rainbow schools with

Table 9

Student Cost Information, Kwanzaa Catholic School, 1987-1991

	Actual			Projected
	1987-88	1988-89	1989-90	1990-91
Enrollment	659	616	609	580
Cost Per Pupil	\$1677	\$1800	\$1913	\$1998
Cost Per Pupil in Local Public School District*		\$3870		
Tuition & Fees for 1 child**	\$1280	\$1480	\$1580	\$1730

Source: Kwanzaa Catholic Elementary School Fourth Friday Reports, 1987-1990; Kwanzaa Catholic Elementary School Archdiocesan Budget Reports, 1987-1991.

*"Per-Pupil Spending for Michigan Schools," Detroit Free Press 9 June 1991: 6F.

**Figure is an average of in-parish and out-of-parish tuition.

Table 10

Student Cost Information, Rainbow Catholic School, 1987-1991

	Actual			Projected
	1987-88	1988-89	1989-90	1990-91
Enrollment	547	507	479	454
Cost Per Pupil NA		\$1379	\$1738	\$1797
Cost Per Pupil in Local Public School District*		\$5918		
Tuition for 1 Child**	\$863	\$1148	\$1248	\$1361

Source: Rainbow Catholic Elementary School Fourth Friday Reports, 1987-1990; Rainbow Catholic Elementary School Archdiocesan Budget Reports, 1987-1991.

*"Per Pupil Spending for Michigan Schools," Detroit Free Press 9 June 1991: 6F.

**Figures are averages of in-parish and out-of-parish tuitions.

the public schools.

Kwanzaa Catholic offered enrollment and full-day classes to children in kindergarten through the eighth grades. The kindergarten through third grade classes were self-contained, while the others were departmentalized to various degrees. In addition to the regular education program, there were two Educable Mentally Impaired (EMI) classrooms for eighteen children who were referred to Kwaanza by the local Catholic school district. The school had three full-time administrators, twenty-five full-time faculty and the pupil-teacher ratio was twenty-four to one.

The daily curriculum at Kwanzaa included religion, reading, language arts, mathematics, social studies and science; no languages were taught and there were no programs for the gifted. There were full-time teachers for art, music and physical education/health; first through eighth grade students participated in art and music once a week and physical education/health twice each week. Kindergartners attended weekly gym classes with the physical education teacher, but art and music were conducted by the classroom teachers. A part-time computer teacher conducted weekly classes for all students except kindergarten; the computer lab had twenty-five Apple computers. Once a week, depending on the semester, seventh and eighth graders had classes in study skills and public speaking.

The principals at Kwanzaa arranged for the following

services from the local public school district: 1) the Chapter 1 program for eighty-nine children in both the pull-out and after-school sessions, 2) a speech teacher for seventeen children, 3) a teacher consultant for two children, and 4) a social worker. Children needing speech, teacher consultant services and social work services met with these specialists one day a week. Chapter 1 classes in reading and/or math were offered weekly.

Rainbow Catholic offered enrollment in pre-school through the eighth grades. Pre-school classes included three- and four-year old children and met twice a week for half day sessions. There were both developmental and regular kindergarten classes which met daily for half-day sessions. The two kindergarten teachers team taught. For the most part, first and second grade students were self-contained, but there was some exchange of teachers. Grades three through eight were departmentalized to various degrees. The school had two full-time administrators, seventeen full-time teachers and the pupil-teacher ratio was twenty-six to one.

The daily curriculum at Rainbow included religion, reading, language arts, mathematics, social studies and science; no languages were taught and there were no programs for the gifted. There was a part-time academic support teacher who assisted children experiencing academic difficulty. The music teacher worked part-time and met students in developmental kindergarten through grade six once

a week. The principal taught music to the seventh and eighth grades and the music teacher served as her accompanist. The physical education teacher also worked part-time and taught first through eighth grade students once a week. One kindergarten teacher had gym class for the kindergartners once a week. Since there was no art teacher, the classroom teachers provided their own instruction, though there were several volunteer parents who assisted with instruction and the Picture Person program. The computer teacher was a part-time instructor who met all children in the developmental kindergarten through the eighth grades once a week; because of the large number of students, class time varied from twenty to thirty minutes. There were eleven Apple computers in the lab.

The principal at Rainbow arranged for the following services from the local public school district: 1) a speech teacher for six children, 2) a teacher consultant for one hearing impaired student, and 3) a school psychologist as needed. Speech and hearing impaired classes were offered twice each week.

Instructional materials including textbooks, audio-visual equipment, library facilities, and science laboratory materials were available. However, at Rainbow, some students shared textbooks. Both schools had guidance counsellors; they were members of the administrative teams. Children participated in extra-curricular sports activities including

football, basketball, soccer, tee-ball and cheerleading.

Summary

Decentralization proponents argue that increased productivity is a by-product of greater autonomy. Since site-based managed schools are autonomous, the argument is that those schools operate cost-efficiently. By studying student costs at two site-based managed schools, it was possible to examine financial efficiency. This study argues that, in two site-based managed schools, there is no evidence indicating that the schools are not cost efficient.

The cost to educate students at two site-based managed schools was lower than that at local public schools. Some of that is due, in part, to the lower salaries paid to Catholic school employees. However, students at the two schools were not academically deprived. They studied a basic curriculum and had access to a variety of additional programs and materials. Since neither school charged tuition and fees equal to the cost of per-pupil spending, the balance of the income was raised through fundraising events, grants and parish subsidy. As a result, both schools maintained balanced budgets.

Curriculum

Decentralization proponents argue that increased productivity is a by-product of greater autonomy. The argument is that site-based managed schools develop programs

and curriculum which are suited to their students' needs (Clune and White, 1988; Lindelow, 1981). As a result, student performance improves. Since previous sections described the development of programs and curricula, this section will describe student performance at two site-based managed schools.

Beginning in 1989, the Catholic schools' central office decided to administer the National Test of Basic Skills (NTBS) published by American Testronics and both Kwanzaa and Rainbow complied with that decision. As a result, only test data from two years was examined: spring 1989 and 1990. National percentile scores for each grade and each student were reported and the researcher converted the scores to stanines. While data from three test years would allow more comparison, the data in Tables 11 through 14 present some indications of academic achievement at the schools. Total reading scores include word attack, vocabulary and comprehension skills; total language scores include spelling, language mechanics, and language expression skills; total math scores include computation and concepts and applications skills; and basic skills scores are averages of total reading, total language and total math scores.

Tables 11 and 12 indicate the percentile and stanine scores of an entire grade's population for two years. For example, grade one students tested in 1989 were grade two students in 1990. The only grades examined were those taking

the NTBS tests for two consecutive years. The composition of any given grade may vary due to children transferring in and out of the schools.

Table 11 indicates that, even though percentile scores varied in the two years, Kwanzaa students scored in the fifth and sixth stanines; grade one scored in the seventh stanine for total reading. For the most part, a class of students remained in the same stanine from one year to the next. The students tested in grades three and four were exceptions since they dropped from the sixth to the fifth stanine in reading, language and basics scores.

Table 12 indicates that the Rainbow students performed in the sixth and seventh stanines; both second grade classes scored in the fifth stanine for total math. The students tested in grades four and five and in grades six and seven remained in the same stanines for all test areas each year. The students tested in grades two and three improved in all areas, while those tested in grades one and two did worse in reading, math and the basics. The other classes remained the same in some areas and performed better or worse in others.

Table 11

Percentile and Stanine Scores for National Tests of Basic

Skills Administered 1 March 1989 and 10 March 1990

Kwanzaa School

	Total Rdg.		Total Lang.		Total Math		Basics	
	Ptl.	Stan.	Ptl.	Stan.	Ptl.	Stan.	Ptl.	Stan.
Gr. 1 (N=52)	78	7	70	6	59	5	72	6
Gr. 2 (N=55)	66	6	62	6	52	5	61	6
Gr. 2 (N=58)	68	6	71	6	55	5	66	6
Gr. 3 (N=59)	66	6	66	6	67 (N=61)	6	66	6
Gr. 3 (N=60)	63	6	65	6	58	5	62	6
Gr. 4	53	5	52	5	44	5	50	5
	(N=54)		(N=54)		(N=53)		(N=53)	
Gr. 4 (N=80)	60	6	59	5	55	5	58	5
Gr. 5 (N=70)	63	6	58	5	63	6	62	6
Gr. 5 (N=69)	67	6	59	5	56	5	61	6
Gr. 6 (N=79)	70	6	62	6	57	5	63	6
Gr. 6 (N=81)	70	6	62	6	57	5	63	6
Gr. 7	66	6	63	6	63	6	64	6
	(N=75)		(N=76)		(N=76)		(N=75)	

Table 12

Percentile and Stanine Scores for National Tests of Basic
Skills Administered 27 February 1989 and 26 February 1990
Rainbow School

	Total Rdg.		Total Lang.		Total Math		Basics	
	Ptl.	Stan.	Ptl.	Stan.	Ptl.	Stan.	Ptl.	Stan.
Gr. 1 (N=52)	81	7	76	6	78	7	78	7
Gr. 2 (N=54)	70	6	65	6	59	5	67	6
Gr. 2 (N=57)	74	6	61	6	55	5	67	6
Gr. 3 (N=47)	85	7	82	7	86	7	83	7
Gr. 3 (N=65)	76	6	78	7	79	7	78	7
Gr. 4 (N=60)	71	6	73	6	77	7	74	6
Gr. 4 (N=50)	74	6	67	6	73	6	71	6
Gr. 5 (N=47)	74	6	68	6	72	6	71	6
Gr. 5 (N=54)	80	7	75	6	76	6	76	6
Gr. 6 (N=49)	81	7	75	6	78	7	78	7
Gr. 6 (N=46)	80	7	73	6	79	7	77	7
Gr. 7 (N=43)	81	7	76	6	78	7	78	7

Because the grade populations varied each year, test scores of the constant students were examined. Individual percentile scores were changed to stanines and then averaged to produce a score for each student group. Tables 13 and 14 present these scores in an attempt to show a consistency of academic performance at two site-based managed schools. The table shows each grade grouping's two-year test results.

Table 13 indicates that students attending Kwanzaa School for two consecutive years generally performed in the fifth and sixth stanines. Those tested in grades one and two performed poorer the second year in reading, math and the basics. Students tested in grades two and three performed better in math and remained the same in the other areas. Those tested in grades three and four improved in reading and language, while students tested in grades four and five improved in language and did poorer in math. The remaining students received the same test scores on both tests.

Table 14 indicates that students attending Rainbow School for two consecutive years generally performed in the sixth and seventh stanines. Students tested in grades two and three improved in language, math and the basics. Those tested in grades one and two did poorer the second year in reading and the basics, while those tested in grades five and six did poorer in language. The remaining scores in Table 14 stayed the same for both years.

Table 13

Averaged NTBS Stanine Scores for Kwanzaa School Constant
Students; Tests Administered 1 March 1989 and 10 March 1990

	Total Rdg.	Total Lang.	Total Math	Basics
Gr. 1 (N=38)	7	6	6*	7*
Gr. 2 (N=38)	6	6	5	6
Gr. 2 (N=40)	6	6	5	6
Gr. 3 (N=40)	6	6	6	6
Gr. 3 (N=39)	6	6	5	5**
Gr. 4 (N=39)	5	5	5	5
Gr. 4 (N=34)	6	6*	5	6*
Gr. 5 (N=34)	6	5	6	6
Gr. 5 (N=34)	6	6*	6*	6
Gr. 6 (N=34)	6	6	6*	6
Gr. 6 (N=38)	6	6	6*	6
Gr. 7 (N=38)	6	6	6	6

* Higher score than class as given in Table 11

** Lower score than class as given in Table 11

Table 14

Averaged NTBS Stanine Scores for Rainbow School Constant
Students; Tests Administered 27 February 1989 and
26 February 1990

	Total Rdg.	Total Lang.	Total Math	Basics
Gr. 1 (N=38)	7	6	6**	7
Gr. 2 (N=38)	6	6	6*	6
Gr. 2 (N=35)	7*	5**	5	6
Gr. 3 (N=35)	7	7	7	7
Gr. 3 (N=45)	6	6**	7	6**
Gr. 4 (N=45)	6	6	7	6
Gr. 4 (N=32)	6	6	6	6
Gr. 5 (N=32)	6	6	6	6
Gr. 5 (N=35)	7	7*	7*	7*
Gr. 6 (N=35)	7	6	7	7
Gr. 6 (N=38)	7	6	7	7
Gr. 7 (N=38)	7	6	7	7

* Higher score than class as given in Table 12

** Lower score than class as given in Table 12

Summary

Proponents of site-based managed schools maintain that the schools are decentralized and autonomous. Programs and curricula are developed to meet their students' needs. As a result, student performance improves. This study argues that, in two site-based managed schools, there is no evidence indicating that the schools are not academically productive.

Standardized test scores indicated that Kwanzaa students generally performed in the fifth and sixth stanines, while Rainbow students generally performed in the sixth and seventh stanines. The test analysis was limited because NTBS test scores were only available for two years. However, twenty-four two-year comparison scores indicated that entire Kwanzaa classes improved five scores, did poorer on four scores and stayed the same on fifteen scores, while Kwanzaa constant students improved two scores, did poorer on six scores and stayed the same on sixteen scores. Entire Rainbow classes improved five scores, did poorer on five scores and stayed the same on fourteen scores, while Rainbow constant students improved three scores, did poorer on three scores and stayed the same on eighteen scores. In general, the schools maintained their academic standards for a two-year period.

Summary - Productivity

Budgetary and curricular productivity at two site-based managed schools has been described. Decentralization proponents maintain that increased productivity is a

by-product of greater autonomy. This study argues that, in two site-based managed schools, there is no evidence indicating that the schools are not cost efficient nor academically productive.

By studying student costs at two site-based managed schools, it was possible to examine financial efficiency. The cost to educate students in these schools was lower than that of their respective local public school districts. This was due to lower salaries in Catholic schools, to the administrators' management of personnel and material resources, and to the faculties' willingness to purchase some of their own supplies and materials. Parents did not pay a tuition equal to the per student costs. As a result, the balance of the income was raised through fundraising events, grants and parish subsidy.

Curricular productivity was measured by student Performance on standardized tests. Test scores over a two-Year period indicated that students generally performed in the fifth and sixth stanines at one school and in the sixth and seventh stanines at the other. Students improved in some areas, did poorer in several others, but remained the same for the majority of areas tested. In general, the schools maintained their academic standards over a two-year period.

Decentralization proponents argue that increased Productivity is a by-product of greater autonomy. Since site-based managed schools are autonomous, they argue that

those schools operate cost-efficiently and have good student performance. Data from two site-based managed schools indicate that the schools are cost-efficient, but there are too many factors to attribute cost-efficiency solely to site-based management. However, this study also argues that there is no evidence to indicate that these schools are not cost-efficient, a fact that could be attributed to site-based management. Likewise, the data indicate that the schools have good student performance which may relate to several goals of decentralization and humanistic organization theory: close monitoring, consistent reporting, and increased parental involvement. Again, the study argues that there is no evidence to indicate that these two schools are not academically productive, a fact that could be attributed to site-based management.

Satisfaction

Proponents of humanistic organization theory argue that satisfaction is a by-product of participative decision-making (Miles, 1965). As the argument goes, site-based managed school clientele are satisfied because they have decision-making power. In this study of two site-based managed schools, the students were not included in budgetary, curriculum and personnel decisions. A few parents had some decision-making power, but teachers had more. Therefore, data about teacher satisfaction will be presented.

Site-based managed schools encourage shared decision-making. As a result, according to humanistic organization theorists, employees are more satisfied because they participate in the decisions. Teachers at two site-based managed schools had varying degrees of decision-making powers about budgetary, curricular and personnel decisions. Using the questions developed by Bacharach et al. (1990) to examine "the degree to which teachers' overall work expectations were met on the job" (p. 137), it was possible to determine the level of satisfaction. Table 15 presents teacher satisfaction data.

Since the purpose of this survey was to determine the level of teacher satisfaction at site-based managed schools rather than to attribute satisfaction to site-based management, an examination of the percentage of satisfied teachers is sufficient. To that end, teachers responding three (3) or four (4) on the continuum are more satisfied than dissatisfied. The total percentage of teachers responding very satisfied/satisfied ranged between seventy-eight percent and eighty-three percent. Therefore, teachers at two-site-based managed schools were satisfied with their jobs, roles, authority and working conditions. However, even though the teachers made budgetary, curricular and personnel decisions, their satisfaction cannot be attributed to increased decision-making nor to site-based management per se. Conversely, this study also argues that, in these schools,

Table 15

Degree of Teacher Satisfaction at Two Site-Based Managed
Schools

	Kwanzaa	Rainbow	Total
	N=24	N=23	N=47
	%	%	%

On a scale ranging from 1 (very dissatisfied)
to 4 (very satisfied), how satisfied are
you with:

1. The authority you have to
carry out your work

1			
2	21	9	15
2.5		4	2
3	29	13	21
4	50	74	62

2. Your present job in light of
your career expectations

1	8	4	6
1.5		4	2
2	4	13	9
2.5	4	4	4
3	50	22	36
3.5	8		4
4	25	52	38

Table 15 Teacher Satisfaction (continued)

	Kwanzaa	Rainbow	Total
	%	%	%
3. The chance your job gives you to do what you are best at			
1			
2	8	13	11
2.5	13	4	9
3	33	17	26
3.5		4	2
4	46	61	53
4. The extent to which conditions in your school enable you to be effective in your job			
1			
1.5	4		2
2	17	13	15
2.5	4	4	4
3	54	35	45
3.5		4	2
4	21	43	32

*Due to rounding, totals may not equal 100%

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there is no evidence to indicate that the teachers are not satisfied, a fact that could be attributed to site-based management. These relationships provide subject matter for future research.

Summary

Humanistic Organization Theory and Decentralization

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. Operationalized in schools as site-based management, the decentralization theory argues that there will be flexibility in decision-making, accountability and increased productivity. The humanistic organization theory argues that there will be better decisions and performance, more responsible staff self-direction and control, and increased satisfaction. The argument is that site-based managed schools not only value the contributions of their employees, they are also more efficient and productive. They have more satisfied staffs and are better managed organizations.

Data presented in preceding sections described flexible decision-making, including the content of the decisions, the participants in the decisions and the degree of participation. Data also described staff self-direction and

control. This section presented data about accountability, productivity and satisfaction in site-based managed schools.

One objective of decentralization is accountability and site-based management includes elements of accountability. While the school remains accountable to the district and the state, local school personnel shares information with teachers, parents and students. The hope is that involvement is increased and becomes more meaningful because communication with the school is better. Two accountability methods are monitoring and information sharing. The two site-based managed schools shared limited financial information with their constituents. In one school, the principals were almost solely responsible for monitoring and maintaining a balanced budget. At the other school, the parish accountability structure enabled the principal to share financial information and ensured that the budget was monitored. Even though the schools had different accountability procedures, both maintained balanced budgets. Curricular accountability included more parental and teacher involvement. The faculty used test scores to evaluate the curriculum and regularly reported student progress to students and parents.

Another objective of decentralization is productivity. Decentralization proponents maintain that increased productivity is a by-product of greater autonomy. This study argues that, in two site-based managed schools, there is no

evidence indicating that the schools are not cost efficient nor academically productive. Examination of student costs at two site-based managed schools provided data about financial efficiency. The cost to educate students in these schools was lower than that of their respective local public school districts. This was due to lower salaries in Catholic schools, to the administrators' management of personnel and material resources, and to the faculties' willingness to purchase some of their own supplies and materials. Parents did not pay a tuition equal to the per student costs. As a result, the balance of the income was raised through fundraising events, grants and parish subsidy.

Curricular productivity was measured by student performance on standardized tests. Test scores over a two-year period indicated that students generally performed in the fifth and sixth stanines at one school and in the sixth and seventh stanines at the other. Students improved in some areas, did poorer in several others, but remained the same for the majority of areas tested. In general, the schools maintained their academic standards over a two-year period.

Decentralization proponents argue that increased productivity is a by-product of greater autonomy. Since site-based managed schools are autonomous, they argue that those schools operate cost-efficiently and have good student performance. Data from two site-based managed schools indicate that the schools are cost-efficient, but there are

too many factors to attribute cost-efficiency solely to site-based management. However, this study also argues that there is no evidence to indicate that these schools are not cost efficient, a fact that could be attributed to site-based management. Likewise, the data indicate that the schools have good student performance which may relate to several goals of decentralization and humanistic organization theory: close monitoring, consistent reporting, and increased parental involvement. Again, the study argues that there is no evidence to indicate that these two schools are not academically productive, a fact that could be attributed to site-based management.

Finally, proponents of humanistic organization theory argue that satisfaction is a by-product of participative decision-making. Site-based managed schools encourage shared decision-making. As a result, according to humanistic organization theorists, employees are more satisfied because they participate in the decisions. Teachers at two site-based managed schools were very satisfied/satisfied with their jobs, roles, authority and working conditions. However, even though the teachers made budgetary, curricular and personnel decisions, their satisfaction cannot be attributed to increased decision-making nor to the site-based management structure. Conversely, this study also argues that, in these schools, there is no evidence to indicate that the teachers are not satisfied, a fact that could be

attributed to site-based management.

In conclusion, this study was not able to prove nor disprove the argument that site-based management is responsible for efficient and productive schools and satisfied staff. As a result, the argument is still viable that site-based management results in efficient and productive schools employing satisfied teachers.

School Outcomes

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. In this chapter, data is presented in three sections. First, this study argues that site-based management is a function of the centrality of the principal, the empowerment of the teacher, and the local school community's acceptance and exercise of its autonomy. Second, because theorists link site-based management to humanistic organization theory and decentralization theory, this study examines the variations in the theories' indicants: flexible decision-making, accountability, increased productivity, better performance, more staff self-direction and control, and increased satisfaction. Finally, trends on select school outcomes are presented. This section presents data about the following school outcomes: teacher commitment, parent and student satisfaction, teacher and student attendance and tenure, and

parent participation. Data about student achievement was presented in earlier sections.

Teacher Commitment

The purpose of this section is to present data about the teachers' level of commitment at two site-based managed schools. It was not the intent of this study to correlate commitment to site-based management. Therefore, a presentation of the percentage of committed teachers is sufficient and serves as a possible indicant of behavior associated with site-based management. Appendix N presents the results of a questionnaire designed by Frymier et al. (1984) and administered to each teacher at two site-based managed schools. Seventy percent of Kwanzaa teachers and sixty-nine percent of Rainbow teachers returned valid questionnaires.

Frymier and his associates defined four indices of staff commitment: teacher pride and morale (questions 1-3), teacher and principal openness (questions 4-9), staff acceptance of responsibility (questions 10-15), and other (questions 16-27). Regarding teacher pride and morale, the majority of the teachers responded favorably; Rainbow's faculty selected the "always" response much more than Kwanzaa's faculty. There were some differences about teacher and principal openness. The majority of teachers responded "always" or "often" to questions about their own openness to

improvement (questions 4, 5, 6, 8). However, the majority of Kwanzaa teachers did not experience principal openness to new ideas, while the Rainbow teachers did (questions 7, 9). This supports earlier data about the Kwanzaa co-principals' lack of flexibility.

Regarding staff acceptance of responsibility, the majority of teachers felt they were able to work within the school structure for the students' benefit. The last index of teacher commitment concentrated primarily on teachers' time commitment, particularly after school hours. The majority of teachers spent more than the minimum amount of time on extra-curricular activities, tutoring and class preparation. Question 17 indicates that half of Kwanzaa teachers were paid for these activities, but this may have been a misinterpretation of the question since most of Kwanzaa's teachers worked in the latchkey program. This researcher regards that as a separate paid position and not an extra-curricular activity. Teachers felt they supported school policies and procedures (question 25). Kwanzaa teachers were evenly split about the value of their faculty meetings (question 26), but sixty-five percent of all teachers did not miss any teaching days to attend professional workshops (question 22). Finally, ninety-one percent of all teachers were absent five days or less during 1989-90. In general, the data indicates that there is a high level of teacher commitment in two site-based managed

schools.

Parent and Student Satisfaction

The purpose of this section is to present data about parent and student satisfaction at two site-based managed schools. It was not the intent of this study to correlate satisfaction to site-based management. Therefore, a presentation of the percentage of satisfied parents and students is sufficient and serves as a possible indicant of behavior associated with site-based management. Appendix K presents the results of a questionnaire administered to Kwanzaa and Rainbow parents. Thirty percent of Kwanzaa families and fifty-eight percent of Rainbow families returned valid questionnaires. The questionnaire indicates parental satisfaction in six areas: personnel (questions 1 and 2), curriculum (questions 3, 6, 7), extra-curricular activities (questions 4, 8), discipline (question 5), home-school communication (question 9), and parent boards (questions 10 and 11).

Regarding personnel, in school-based management the local school hires its own staff. At two site-based managed schools, parents were highly satisfied with the principals and satisfied or very satisfied with the teachers. Site-based management also allows local school personnel to establish their own curriculum. More than ninety percent of the parents were very satisfied or satisfied with the schools' academic and religion programs and their children's

textbooks. Site-based management encourages home-school communication with which ninety-six percent of the parents were very satisfied or satisfied. Finally, in site-based management, decision-making includes parents as well as professional educators. The majority of parents were satisfied with the parent boards and approximately thirty percent were very satisfied. However, at least fifteen percent of Kwanzaa parents did not respond to the question and several indicated that they did not know if a school board existed at their school.

Two other indicants of parent satisfaction were discipline and extra-curricular activities. Ninety-seven percent of the parents were very satisfied or satisfied with the discipline. Parents were generally very satisfied or satisfied with the athletic and extra-curricular activities, but there were more "not satisfied" or "no answer" responses to these questions than to any other. In general, then, Kwanzaa and Rainbow parents were very satisfied or satisfied with the personnel, curriculum, extra-curricular activities, discipline, home-school communication, and parent boards at their site-based managed schools.

Appendix M presents the results of a questionnaire administered to Kwanzaa and Rainbow students and designed to measure satisfaction. Thirty percent of Kwanzaa students and sixty-two percent of Rainbow students completed valid questionnaires. The questionnaire indicates student

satisfaction in four areas: personnel (questions 1 and 2), curriculum (questions 3 and 6), extra-curricular activities (questions 4 and 7), and discipline (question 5).

Regarding personnel, in school-based management the local school hires its own staff. At two site-based managed schools, students were very satisfied or satisfied with their principals and teachers; eighty-two percent of Rainbow students were very satisfied with their principal. Site-based management also allows local school personnel to establish their own curriculum. More than ninety-six percent of the students were very satisfied or satisfied with the curriculum and their religion programs were very highly rated. Two other indicants of student satisfaction were discipline and extra-curricular activities. Eighty-seven percent of the students were very satisfied or satisfied with the discipline. And students were generally very satisfied or satisfied with the athletic and extra-curricular activities. In general, Kwanzaa and Rainbow students were very satisfied or satisfied with the personnel, curriculum, discipline and extra-curricular activities at their site-based managed schools.

Attendance and Tenure

The purpose of this section is to present data about faculty and student attendance and tenure at two site-based managed schools. It was not the intent of this study to

correlate attendance and tenure to site-based management. Therefore, a presentation of percentage of faculty and student attendance is sufficient and serves as a possible indicant of behavior associated with site-based management.

Table 16 presents attendance data for Kwanzaa and Rainbow full-time and part-time teachers for three years. During these years, the diocesan attendance policy permitted ten paid sick days and two paid personal days. The data indicates that in 1987-88, two percent of the total faculty was absent more than twelve days. This represents one person who suffered from pneumonia. With that exception, the majority of Kwanzaa and Rainbow teachers missed fewer than five days of school each year.

Because student attendance records were unavailable for previous years, the Kwanzaa and Rainbow average daily attendance was computed for the forty-three day first quarter 1990-91. Kwanzaa had an average daily attendance of 561 students, or ninety-seven percent, in kindergarten through grade eight. Rainbow had an average daily attendance of 428 students, or ninety-seven percent, in grades one through eight. It is evident that student attendance at two site-based managed schools was quite high.

Table 16

Percentage of Absences for Kwanzaa and Rainbow Faculties
1987-90

	Kwanzaa N=26	Rainbow N=15	Total N=41
	%	%	%
Number of Days Absent			
1989-90			
0	27	27	27
.5-5	50	60	54
6-12	23	13	19
1988-89			
0	31	20	27
.5-5	54	73	61
6-12	15	7	12
1987-88			
0	38	13	29
.5-5	35	60	44
6-12	27	20	24
13+		7	2*

*Due to rounding, total does not equal 100%

Tenure was another outcome examined in this study. Again, it was not the intent to correlate tenure to site-based management. Therefore, a presentation of percentage of faculty and student tenure is sufficient and serves as a possible indicant of behavior associated with site-based management. Table 17 indicates the tenure of Kwanzaa and Rainbow teachers. Nineteen percent of all teachers were completing their first year at the school. However, at least forty-four percent of the teachers at both schools had remained for six or more years. Again, this data cannot be attributed to site-based management, but does indicate some satisfaction about working at these schools.

Table 17

Teacher Tenure by Percentage, Kwanzaa and Rainbow Schools

	Kwanzaa N=25	Rainbow N=18	Total N=43
	%	%	%
Number of Years at This School			
1	24	11	19
2-5	32	44	37
6-10	20	6	14
11-15	16		9
16-20		39	16
21	8		5

Student tenure and turnover will be presented. However, at Catholic schools, parents often withdraw their children because they cannot afford the tuition. At Rainbow, school board parents indicated that some of their pupil turnover occurred when families moved to better neighborhoods:

They're also moving north, the migration north. . . . Once the kids get to a certain age, the parents go up north. Because they're paying higher taxes for their homes, they can't afford school. They also say they have a hard time getting to the school once they move up north.

At both schools, student tenure and turnover data for only the current school year was available. Kwanzaa School's first through eighth grade enrollment for 1990-91 was 516 students, thirty-four fewer than the previous year. Of the 516 students, ninety-five were new. Thus, 129 students, or twenty-three percent, left Kwanzaa in June 1990. Rainbow School's first through eighth grade enrollment for 1990-91 was 363 students, forty-one fewer than the previous year. Of the 363 students, forty-one were new. Thus, eighty-two students, or twenty percent, left Rainbow in June 1990. However, the reasons for the turnover were not known.

To summarize attendance and tenure at two site-based managed schools, Kwanzaa and Rainbow faculties rarely exceeded their allotted sick and personal days. And the average daily student attendance for the first quarter 1990-91 was ninety-seven percent. At least forty-four percent of the teachers had remained at their schools for six or more years. Student turnover, on the other hand, was

higher since the schools experienced a twenty to twenty-three percent turnover from June 1990 to September 1990.

Parent Participation

The purpose of this section is to present data about parent participation at two site-based managed schools. It was not the intent of this study to correlate parent participation to site-based management. Therefore, a presentation of percentage of parental involvement is sufficient and serves as a possible indicant of behavior associated with site-based management. Appendix L presents the results of a questionnaire designed by Mangieri (1984) and administered to Kwanzaa and Rainbow parents. Thirty percent of Kwanzaa families and fifty-eight percent of Rainbow families returned valid questionnaires.

Mangieri indicated eight activities which parents should do. These activities are tutoring at home (question 2), attending parent-teacher conferences (question 5) and parent meetings (question 7), teaching reading at home (question 15), informing teachers about student illness (question 17) and behavior problems (question 18), examining test results (question 20), and taking notes at conferences (question 22). By examining the remaining questions in Appendix L, the reader can determine the levels of parent involvement in other activities. However, data about parental involvement in Mangieri's eight required activities at two site-based managed schools will be presented.

Regarding parents tutoring their children at home, thirty percent of all parents did so at least once a week or more. However, thirty-three percent indicated that they never tutored their children and twenty-one percent did not respond to the question. There was a similar response when parents were questioned about teaching reading at home. Many parents interpreted this to mean reading to their children. Again, thirty percent never taught reading at home; nineteen percent did not respond to the question; and only eighteen percent of all parents indicated that they taught reading daily.

Kwanzaa and Rainbow parents had a high rate of attendance at parent-teacher conferences with ninety-three percent of them attending. Note-taking at conferences was low for the entire parent group; only thirty-three percent of all parents did so. However, forty-four percent of Kwanzaa parents took notes at their conferences. Parental participation in parent groups was almost evenly divided: fifty-five percent of all parents participated and forty-five percent did not.

Seventy-seven percent of all parents informed school personnel about their children's illnesses and subsequent absence from school. Regarding their children's behavior problems, forty-five percent of the parents informed school personnel, but fifty-five percent did not. Finally, seventy-nine percent of all parents regularly reviewed their

children's classroom test performance.

In summary, parents at two site-based managed schools frequently participated in parent-teacher conferences, reviewed their children's classroom tests, and informed school personnel about their children's illnesses. Slightly more than half of the parents participated in the parent groups, while slightly less than half of them informed school personnel about their children's behavior problems. Finally, only one third of all parents tutored their children at home, taught them reading (or read to them), and took notes at parent-teacher conferences.

Summary

School Outcomes

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. In this chapter, data was presented in three sections. First, this study argued that site-based management is a function of the centrality of the principal, the empowerment of the teacher, and the local school community's acceptance and exercise of its autonomy. Second, because theorists link site-based management to humanistic organization theory and decentralization theory, this study examined the variations in the theories' indicants: flexible decision-making,

accountability, increased productivity, better performance, more staff self-direction and control, and increased satisfaction. Finally, this section presented trends on select school outcomes including teacher commitment, parent and student satisfaction, teacher and student attendance and tenure, and parent participation. However, it was not the intent of this study to correlate these outcomes to site-based management. Data was presented which serves as a possible indicant of behavior associated with site-based management. Correlating these outcomes and site-based management are topics for further research.

At two site-based managed schools, the data indicated that, in general, there was a high level of teacher commitment. Parents and students were very satisfied or satisfied with the personnel, curriculum, extra-curricular activities, and discipline. Likewise, parents gave very satisfactory and satisfactory ratings for home-school communication and parent boards. Regarding attendance and tenure, the faculties rarely exceeded their allotted sick and personal days. And the average daily student attendance for the first quarter 1990-91 was ninety-seven percent. At least forty-four percent of the teachers worked in their schools for six or more years. However, student turnover was higher since the schools experienced a twenty to twenty-three percent turnover from June 1990 to September 1990. Finally, parent participation was greatest in parent-teacher

conferences, reviewing children's classroom tests, and informing school personnel about student illnesses. Close to fifty percent of the parents participated in parent groups or informed school personnel about student behavior problems. Only one third of all parents tutored their children at home, taught them reading (or read to them), or took notes at parent-teacher conferences. In concluding this section, it is important to reiterate that these outcomes cannot be attributed to site-based management. However, there is the possibility that they occur because of site-based management.

CHAPTER V

FINDINGS AND CONCLUSIONS

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. To do so, a descriptive field study was undertaken. This chapter presents the findings and conclusions about the operationalization of site-based management, the variations of decentralization and humanistic organization theory, and the trends related to select school outcomes. As the findings and conclusions are presented, they are coupled with the findings and conclusions of prior researchers as described in Chapter II. Finally, recommendations for further research are also presented.

The Operationalization of Site-based Management

As operationalized at Kwanzaa Catholic School and Rainbow Catholic School, the argument in this study is that site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy.

In two site-based managed schools, the centrality of the principals enabled them to determine the subject matter of budgetary, curricular, and personnel decisions, the participants in the decisions, the level of participation, and the degree to which the principals themselves participated in the decisions. The principals assumed roles traditionally held by district superintendents. They became business managers, curriculum directors, and personnel directors and were responsible for ensuring 1) that the budget was balanced, 2) that the curricula met students' needs, and 3) that the schools' personnel needs were met. However, the principals shared their responsibility, through the decision-making process, with teachers, parents and other school personnel. The schools varied in their decision-making processes, but shared responsibility created a reciprocity between the principals and their constituents. On the one hand, the principals allowed shared decision-making and, on the other, they assumed responsibility for 1) maintaining adequately supplied schools, 2) providing educational environments which offered stimulating and challenging curricula, and 3) hiring qualified and capable professionals.

Empowered teachers at two site-based managed schools had opportunities to act autonomously, to exercise responsibility, to make choices, and to possess authority in the decision process. The degree of decision-making power

varied at the two schools. In general, teachers 1) made budgetary decisions which affected their own students and classrooms; 2) made curriculum decisions in ways that were often arbitrary and not systematic; and 3) made personnel decisions about their own placement and performance. For the most part, teachers were valued for their professional expertise and creativity, but often neither they nor the principals challenged or questioned each other in the decision-making process.

When a site-based managed school community accepts and exercises its autonomy, the control of that school truly resides at the local level where administrators, teachers and parents are committed to a common mission designed for their own students. The schools varied in budgetary, curricular and personnel decisions. However, because there was little bureaucracy outside the school structure, each school community concentrated on the needs of its own students and staffs. The absence of bureaucracy enabled the participants to quickly diagnose and remedy problems peculiar to their schools. As a result, these local communities 1) established and maintained their own budgets, 2) designed and implemented their own curricula, and 3) implemented personnel decisions peculiar to their schools.

The Kwanzaa and Rainbow experiences indicated that the degrees of principal centrality, teacher empowerment, and the local school's acceptance and exercise of its autonomy varied

in site-based managed schools. Likewise, the degrees of these components varied according to budgetary, curricular and personnel decisions. As such, it may be concluded that site-based management is an organizational structure specialized to each school. That conclusion supports the work of Marburger (1985) and Clune and White (1988) who discovered site-based management's diversity from school to school.

At Kwanzaa and Rainbow schools, the principal's central role dominated the site-based management process. The principals assumed the roles and responsibilities traditionally held by district superintendents. They determined the subject matter of decisions, the participants, the level of participation, and the degree to which they themselves participated in decisions. While their leadership styles differed, they had authority and exercised it, a concept which has strong support in site-based management literature (Clune and White, 1988; Smith, 1985).

Variations of Decentralization and Humanistic Organization Theory

The purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. Because theorists link site-based management to humanistic organization theory and decentralization theory, this study

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examined the variations in the theories' indicants: flexible decision-making, accountability, increased productivity, better performance, more staff self-direction and control, and increased satisfaction.

Operationalized in schools as site-based management, the decentralization theory argues that there will be flexibility in decision-making, accountability and increased productivity. The humanistic organization theory argues that there will be better decisions and performance, more responsible staff self-direction and control, and increased satisfaction. The argument is that site-based managed schools not only value the contributions of their employees, they are also more efficient and productive.

Decisions and Decision-Making

Making better decisions is an objective of humanistic organization theory and flexible decision-making is an objective of decentralization. Decision-making power is shifted to the local site where the principal, teachers and parents make decisions about their own students. The argument is that this increased involvement enables school personnel to better respond to students' needs and to take more ownership of the planning processes. Kwanzaa and Rainbow schools were site-based managed schools in which there was a variety of decisions and decision-making. The principals decided the subject matter of the decisions, the participants in the decisions, the level of participation,

and the degree to which the principals themselves participated in the decisions. This central role of the principal supports the findings of Higgins (1982) who observed that the principal determined the "magnitude and scope" of the decision-making.

Budgetary decision-making varied at the two schools. At Kwanzaa, the principals and several advisory staff formulated the annual budget, while at Rainbow the budget was formulated by the principal, the bookkeeper and the school board. At both schools, parent club officers established the budgets for their respective organizations. Teachers were authorized to make decisions about which educational materials and supplies to include in the annual budget, but the principals gave final approval. Throughout the year, teachers requested and purchased supplementary materials for their classrooms as long as the budget allowed it. Likewise, members of the maintenance staffs made certain budgetary decisions, some of which were subject to approval by the principal and some of which were not. Because both schools operated in straitened circumstances, staff members learned and practiced the politics of limits and restraint. In so doing, they assumed some ownership regarding expenditures. Finally, local needs demanded different budgetary requirements for faculty salaries, educational materials, capital expenditures, and income generation. However, in both schools, academic needs had priority over capital expenditures which were often

postponed until funding was procured.

There were similarities and variances in curricular decision-making at Kwanzaa and Rainbow schools. At both schools, faculty opportunities for curricular decision-making included classroom and/or subject goal-setting, curriculum development, report card design, textbook selection, and program development. Some parents were involved in decisions about special programs. Rainbow faculty participated in school-wide goal-setting and long-range planning, but, because there was no long-range planning, Kwanzaa faculty did not. Since the textbook series formed the core curriculum in religion, reading, language arts, mathematics, science and social studies and since faculty committees chose the textbooks, they were, in fact, also making curriculum decisions. The art, music, computer education and physical education teachers developed their own curricula as did special education, pre-school and kindergarten teachers; none of these programs was textbook-based. In curricular decisions, the principals often provided direction and guidance, but there were times when curriculum decisions were arbitrary and not systematic. As a result, in a number of instances, neither the faculty nor the principals were questioned or challenged about their decisions. By not questioning or challenging the teachers, the principals indicated that they valued the teachers' professional expertise and creativity. By not questioning or challenging

the principals, the teachers sometimes accepted unsatisfactory solutions which caused personal, professional or educational sacrifice. They appeared to show the same deference to the principal which Higgins (1982) described as consentaneous decision-making in which the faculty approves the principal's ideas. However, two Kwanzaa and Rainbow experiences may be described as default rather than deference. When studying Kwanzaa's decision-making about the reading curriculum, it is obvious that the Kwanzaa principals were authoritarian. The only reading curriculum that they approved was a basal-based one. The teachers had no input into the decision, nor did they agree with it. Similarly, the Rainbow principal told her teachers to use the same spelling series school-wide. They disagreed, but they complied. At times there was no shared decision-making and the principals determined that. Then, as Higgins (1982) concludes, there was no site-based management.

Local circumstances demanded different approaches to identifying and remedying students' curricular needs. Kwanzaa School had an academic kindergarten, while Rainbow had both an academic and a developmental kindergarten. Special programs varied to accommodate ethnicity, self-esteem, drug awareness, academic deficiencies and religious beliefs. Individual teachers and administrators established each school's academic standards which colleagues enforced. Daily schedules were adjusted to suit curricular needs. As

theory suggests, there were times when Kwanzaa and Rainbow curricula were adapted to the students of the respective schools.

There were minimal variations in personnel decision-making at the two site-based managed schools. At both schools, the principals interviewed and hired their own teachers and staff. Rainbow's principal permitted partner teachers to participate in the interview process. The teachers negotiated their grade and subject assignments with their principals and most requests were granted. There was minimal faculty disagreement with new assignments. The teachers had the greatest decision-making authority in their classrooms where they made decisions about how to teach and then implemented those decisions. However, the principals directed, guided and evaluated their teachers' performances.

The experiences of Kwanzaa and Rainbow schools indicated that shared decision-making was limited primarily to the principals and the faculties. Most parental decision-making centered on budgetary matters and variations existed between the two schools. At Kwanzaa, the principals and some informed staff members prepared the annual budget and school board members "rubber-stamped" it. Site-based management researchers have found that site-councils (i.e. Kwanzaa and Rainbow school boards) were more advisory than decisive (Lindquist and Mauriel, 1989), but at Kwanzaa School, the school board was neither advisory nor decisive. It approved

a budget designed by co-principals who had served the school for eighteen years; the principals owned the school budget. At the same time, two Kwanzaa parent committees were given complete control of their budgets with no principal intervention. In these cases, budgetary decisions were made solely by the committees' officers. These officers had also worked with the school for years; they owned their budgets. And so, a reciprocity developed: the principals maintained a balanced budget as did the parent committees. No one questioned the other, but the situation worked. One can only presume that the situation would be different, and perhaps more responsible, if either of the "players" changes.

At Rainbow, school board members made major decisions about the annual budget as did parent committee members about their specific budgets. They were decisive rather than advisory. This challenges the research of Jenni and Mauriel (1990) and Malen and Ogawa (1990) who found that site-councils did not make major budgetary decisions.

Curriculum and personnel decisions were made by the principals and faculty. Parents were only involved in the decisions for Kwanzaa's self-esteem program and Rainbow's Schools Without Drugs parent committee. The central office policy book indicated that the school board "shall . . . participate in developing policies that . . . will enable the school to reach its goals" (Policy 8110). However, it "shall not interfere in the day to day administration of the

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school" (Policy 8110). Several researchers (Malen and Ogawa, 1990; Mutchler and Duttweiler, 1990) discussed site-council members' lack of understanding about their power and their dependency on administrators for information. Jenni and Mauriel (1990) found that site-based management was successful, but it was not affecting curriculum because council members were not concerned about those issues. Research at Kwanzaa and Rainbow schools indicated that the policy book gave a clear description of school board members' roles. However, it is unclear why the school board was not involved in curricular and personnel decisions. Firstly, neither they nor the principals may have been concerned about any curricular or personnel issues. Secondly, board members may have had concerns, but felt that they were interfering in the day to day school operations. Regarding curriculum and personnel, it is concluded that Kwanzaa and Rainbow school board members made no decisions. And data did not indicate whether or not they discussed, advised and approved the principals' curriculum and personnel decisions (Higgins, 1982; Lindquist and Mauriel, 1989).

Accountability

Accountability is an objective of decentralization. It is a performance control or monitoring system which measures results and/or motivates participants. Site-based management includes elements of accountability. While the school

remains accountable to the district and the state, local school personnel share information with teachers, parents and students. The hope is that involvement is increased and becomes more meaningful because communication with the school is better. At Kwanzaa and Rainbow schools, budgetary and curricular accountability occurred through two procedures: monitoring and information sharing.

At Kwanzaa School, only the principals monitored the budget. However, at Rainbow School, the principal, school board members and parish members monitored it. Both schools' faculty members were careful about spending money for supplies and materials, but they did not systematically monitor their schools' budgets. Kwanzaa principals gave general, rather than specific, financial information to school board members and parish council members, but almost no financial information was given to parents or teachers. Rainbow's principal gave specific financial information to select groups. This may be due, in part, to the parish monitoring and control procedures. The principal also gave general financial information to faculty, school board members and parent clubs. Kwanzaa and Rainbow parent clubs regularly gave financial reports to their members.

Kwanzaa and Rainbow faculty and administrators monitored test scores, one method of curricular accountability. There were times when each school systematically used test scores to evaluate curriculum and make appropriate changes.

However, the option to study standardized test scores to evaluate how the curriculum was meeting individual student's needs was left to each teacher's discretion. A second method of accountability was information sharing in which faculty members reported student progress to parents. Reporting instruments included report cards, standardized test results, progress reports and the systematic return of students' work to their parents. Teachers also reported student progress at parent-teacher conferences and through personal notes and phone calls.

Site-based management includes elements of accountability. Local school personnel share information with teachers, parents and students in the hope that involvement is increased and becomes more meaningful because communication with the school is better. The experiences of Kwanzaa and Rainbow schools indicates that personnel shared limited financial information with their constituents. Kwanzaa principals were almost solely responsible for monitoring and maintaining a balanced budget. They were rarely questioned about their financial management. Rainbow Parish's accountability structure enabled the principal to share financial information and ensured that the budget was monitored. Even though the schools had different accountability procedures, both maintained balanced budgets under the principals' direction. Curricular accountability, however, included more parental and teacher involvement. The

faculty used test scores to evaluate the curriculum and regularly reported student progress to students and parents. At these two site-based managed schools, constituents were more involved in curricular accountability than budgetary accountability.

Later sections present specific trends about satisfaction and commitment. However, the argument for accountability is that these trends increase in site-based managed school because the constituents are involved. The data indicated: 1) that there was a high level of teacher commitment; 2) that parents and students were very satisfied or satisfied with curriculum; 3) that parents were very satisfied or satisfied with home-school communication; 4) parent participation was greatest in parent-teacher conferences and reviewing student's classroom tests; and 5) that only one third of all parents tutored their children at home or taught them reading (or read to them). While these outcomes cannot be attributed to site-based management, they serve as indicants of behavior at two site-based managed schools. Neither this study nor Smith's (1985) work prove that increased participation lead to increased accountability. Rather, Smith's study found that increased participation lead to an improved learning environment, while this study found that accountability and increased participation in site-based managed schools were related to teacher commitment and parental satisfaction with curriculum

and communication procedures.

Productivity

Productivity is another objective of decentralization. Decentralization proponents maintain that increased productivity is a by-product of greater autonomy. Since site-based managed schools are autonomous, decentralization proponents argue that those schools operate cost-efficiently and have good student performance. These two elements of budgetary and curricular productivity were examined at Kwanzaa and Rainbow schools.

By studying student costs at the two site-based managed schools, it was possible to examine financial efficiency. The cost to educate Kwanzaa and Rainbow students was lower than that of their respective local public school districts. This was due to lower salaries in Catholic schools, to the administrators' management of personnel and material resources, and to the faculties' willingness to purchase some of their own supplies and materials. Parents did not pay a tuition equal to the per student costs. As a result, the balance of the income was raised through fundraising events, grants and parish subsidy.

Curricular productivity was measured by student performance on standardized tests. Test scores over a two-year period indicated that Kwanzaa students generally performed in the fifth and sixth stanines while Rainbow students performed in the sixth and seventh stanines.

Students improved in some areas, did poorer in several others, but remained the same for the majority of areas tested. In general the schools maintained their academic standards over a two-year period.

Theorists argue that decentralized, site-based managed schools will operate cost-efficiently and have good student performance because these schools are autonomous. To date, there have been no studies to prove or disprove this argument. It is concluded in this study that two site-based managed schools are cost-efficient, but there are too many factors to attribute cost-efficiency solely to site-based management. However, this study also argues that there is no evidence to indicate that these schools are not cost-efficient, a fact that could be attributed to site-based management. Likewise, these schools have good student performance which may relate to several goals of decentralization and humanistic organization theory: close monitoring, consistent reporting, and increased parental involvement. Again, while there are too many factors to attribute good student performance solely to site-based management, there is also no evidence to indicate that these two schools are not academically productive, a fact which could be attributed to site-based management. Therefore, this study was not able to prove or disprove the argument that site-based management results in efficient and productive schools.

Decisions, Performance and Satisfaction

Employee participation in decision-making is an expectation of humanistic organization theory. Participation is encouraged because employees have experience, insight and creativity. The belief is that by using employees' contributions, decision-making will improve as will performance. Site-based management literature supports both staff and parental participation in decision-making. Site-based management argues that greater participation in decision-making will enable the staff to use its knowledge to design curricula and programs and to allocate resources which meet students' needs. The conclusion of the argument is two-fold. First, student needs will be served. Second, staff will have a better sense of ownership of the educational process and will then be motivated to perform better in the classroom.

Satisfaction is another expectation of the human resources model. Theorists regard satisfaction as a by-product of improved performance and participation in decision-making. Human resources theory argues that employees are more satisfied when they contribute to decisions.

Preceding sections described decision-making at two site-based managed schools. A review of those descriptions indicates that:

- 1) No Kwanzaa parents participated in annual budget

formulation, while several Rainbow parents did.

- 2) Parent club officers at both schools established budgets for their organizations.
- 3) Teachers made budgetary decisions about classroom materials and supplies.
- 4) To varying degrees, teachers made curriculum decisions.
- 5) Some parents were involved in decisions about special programs.
- 6) To varying degrees, teachers made personnel decisions.

A review of the conclusions regarding decision-making indicates that:

- 1) Kwanzaa principals had ownership of the annual budget; parent club officers had ownership of their organizations' budgets.
- 2) Because both schools operated in straitened circumstances, staff members learned and practiced the politics of limits and restraint. In so doing, they assumed some ownership regarding expenditures.
- 3) At times, curriculum decisions were arbitrary and not systematic. Often, neither the faculty nor the principals were questioned or challenged. By not questioning or challenging the teachers, the principals indicated that they valued the teachers' professional expertise and creativity. By not

questioning or challenging the principals, the teachers sometimes accepted unsatisfactory solutions which caused personal, professional or educational sacrifice.

- 4) Faculty had the greatest decision-making authority in their classrooms where they made decisions about how to teach and then implemented those decisions.
- 5) Budgetary, curricular and personnel decisions were made to meet each school's needs.

Finally, this study found that Kwanzaa and Rainbow teachers were satisfied with their jobs, roles, authority and working conditions. Their morale was high as was their commitment. They rarely exceeded their allotted sick and personal days and forty-four percent of them had been at their schools for six or more years. However, none of these indicants can be attributed to shared decision-making or to site-based management since that was not the purpose of the study.

The review of literature indicated that humanistic organization theory relates decision-making, performance and satisfaction. This study found that, in two site-based managed schools, faculty participated in some decision-making. The study also found that faculty members were generally satisfied and committed. While it was not this study's purpose to correlate participative decision-making, satisfaction and commitment, the findings support other

researchers' conclusions that participative management positively affects both productivity and satisfaction (Duke, Showers and Imber, 1981; Filley, House and Kerr, 1976; Locke and Schweiger, 1979; Miller and Monge, 1986). However, since the teachers did not participate in all decision-making, these same findings could also support research in educational settings which learned that 1) non-participative decision-making resulted in increased job satisfaction and 2) increased job satisfaction resulted when teachers participated in certain decisions and not others (Conway, 1984; Duke, Showers and Imber, 1981). The study supports Vroom's findings (1964) that satisfaction relates to attendance and turnover. Finally, in general, the parents were satisfied with various school aspects. However, their participation in decision-making was so minimal that it cannot be concluded, as other researchers have, that parent participation and satisfaction were positively related (Comer, 1980; Jenni and Mauriel, 1990; Tangri and Moles, 1987). In conclusion, this study supports the arguments presented by humanistic organization theorists, but the variables are too numerous to attribute participative decision-making, commitment and satisfaction solely to site-based management. On the other hand, this study did not find any evidence to disprove the arguments presented by humanistic organization theorists and so the possibility remains that participative decision-making, commitment and

satisfaction occur because of site-based management.

Staff Self-Direction and Control

Another expectation of humanistic organization theory is that employees will exercise responsible self-direction and control. Proponents of site-based management believe that staff should make budgetary, curricular and personnel decisions. They should also identify and design programs for their own professional growth and development. The hope is that, by giving teachers more opportunities for self-direction and control, the teachers perform better and are more satisfied.

The opportunities for the teachers to exercise self-direction and control were described in this study as teacher empowerment. Empowered teachers at two site-based managed schools had opportunities to act autonomously, to exercise responsibility, to make choices, and to possess authority in the decision process. The degree of decision-making varied at Kwanzaa and Rainbow schools. In general, teachers 1) made budgetary decisions which affected their own students and classrooms; 2) made curriculum decisions in ways that were often arbitrary and not systematic; 3) made personnel decisions about their own placement and performance; 4) two Kwanzaa teachers were more empowered than others in staffing, classroom management and disciplinary decisions. For the most part, teachers were valued for their professional

expertise and creativity, but often neither they nor the principals challenged or questioned each other in the decision-making process.

As mentioned earlier, this study found that Kwanzaa and Rainbow teachers were satisfied with their jobs, roles, authority and working conditions. Their morale was high as was their commitment. However, none of these indicants can be attributed to teacher empowerment or to site-based management. It can only be concluded that this study supports the arguments presented by humanistic organization theorists, but the variables are too numerous to attribute responsible staff self-direction and control, performance and satisfaction solely to site-based management. On the other hand, this study did not find any evidence to disprove the arguments presented by humanistic organization theorists and so the possibility remains that responsible staff self-direction and control, performance and satisfaction occur because of site-based management.

School Outcomes

The study examined trends about the following school outcomes: student achievement, teacher commitment, parent and student satisfaction, teacher and student attendance and tenure, and parent participation.

At two site-based managed schools, the data indicated that students performed at the fifth and sixth stanines. In general, the schools maintained their academic standards over

a two-year period. The data also indicated that there was a high level of teacher commitment. Parents and students were very satisfied or satisfied with the personnel, curriculum, extra-curricular activities, and discipline. Likewise, parents gave very satisfactory and satisfactory ratings for home-school communication and parent boards. Regarding attendance and tenure, the faculties rarely exceeded their allotted sick and personal days. And the average daily student attendance for the first quarter, 1990-91, was ninety-seven percent. At least forty-four percent of the teachers worked in their schools for six or more years. However, student turnover was higher since the schools experienced a twenty to twenty-three percent turnover from June 1990 to September 1990. Finally, parent participation was greatest in parent-teacher conferences, reviewing children's classroom tests, and informing school personnel about student illnesses. Close to fifty percent of the parents participated in parent groups or informed school personnel about student behavior problems. Only one third of all parents tutored their children at home, taught them reading (or read to them), or took notes at parent-teacher conferences.

This studied examined certain school outcomes as they existed in two site-based managed schools. These outcomes cannot be attributed solely to site-based management. However, because these outcomes exist at two site-based

managed schools, there is the possibility that they occur because of site-based management.

In conclusion, the purpose of this study was to define site-based management as it operates or fails to operate in two Catholic elementary schools and as it exhibits the combination of humanistic organization theory and decentralization. This study has argued that site-based management is a function of the centrality of the principal, the empowerment of the teachers, and the local school community's acceptance and exercise of its autonomy. In addition, the study described the variations in two site-based managed schools concerning humanistic organization and decentralization theories' indicants: flexible decision-making, accountability, increased productivity, better performance, more staff self-direction and control, and increased satisfaction. The descriptions indicate that site-based management varies from school to school. Likewise, the theorists' arguments were neither proved nor disproved regarding the indicants and their relationship to site-based management. Therefore, the possibility exists that certain behaviors occur as a result of site-based management. Finally, the study examined trends about student achievement, teacher commitment, parent and student satisfaction, teacher and student attendance and tenure, and parent participation. The study concludes that there were positive trends at two site-based managed schools. However, these outcomes cannot

be attributed solely to site-based management, but because they exist, there is the possibility that they occur because of site-based management.

Insights Regarding Site-based Management
in Catholic Elementary Schools

In this study, definite conclusions, based on the data, were presented. However, as the study progressed and the data analyzed, two insights emerged about site-based management in Catholic elementary schools. They are presented here, not as definitive statements, but as reflections on an organizational theory operationalized in two schools.

It seems that site-based management works best in a school comprised of a conservative community which is homogeneous and has limited resources. Both schools serviced students whose parents made very few demands. While the parents were involved in the schools, they did not request different or expanded curriculum. For the most part, they were satisfied with the existing one; the one exception was Kwanzaa's Black History Month. Secondly, the schools serviced students who were fairly alike in socio-economic, racial and academic status. Their parents were attracted to the schools for several reasons: the school's mission to provide Catholic education and, for Kwanzaa parents especially, the school was an alternative to the urban public

school system. Finally, the schools had limited financial resources. And so, if there was no money, there was no reason for teachers or parents to demand more supplies, materials, in-service opportunities, expanded curricula, or full-time teachers for computer and physical education or music. Administrators, teachers and parents adapted to these straitened circumstances with very little disagreement. In site-based managed schools, local personnel make decisions about budget, curriculum and personnel. It seems that site-based management worked well in these two schools because they were small, self-contained communities making budgetary, curricular and personnel decisions within the boundaries of limited financial resources. One wonders whether site-based management could work as well in large school districts with more diverse student populations and fewer financial constraints.

A second important insight is the fact that site-based management is a complex issue affected by many factors. Two such factors are the principal's leadership and use of power. I believe that the principal has the most important role in site-based management. When a person can influence those who work within an organization to follow the rules in achieving the goals, then that person possesses power (Weber, 1970). In these two schools, the principals possessed power. They controlled the decision-making and the participants in it. The teachers were empowered within their individual

classrooms, but the parents were very limited in their use of power. And yet, the schools accomplished their goals because everyone understood their roles and did not upset the balance.

This lead to the feeling that there were degrees of site-based management which caused me to agree with Smith (1985) that site-based management is a means to an end. School personnel may participate in site-based management to the degree that it helps them to accomplish their goals. Currently, some schools find site-based management useful, while the majority do not. Site-based management is an organizational structure with its own culture. If school personnel are comfortable in the culture, site-based management works; if they are uncomfortable, it does not work.

Recommendations

The strength of this study is its description of the operationalization of site-based management. However, a number of new questions surfaced. Therefore, in future studies related to site-based management, researchers may wish to address the following questions:

1. How is site-based management operationalized in public elementary schools?
2. Do site-based managed schools vary in the degrees of principal centrality, teacher empowerment, and autonomy? Are some schools more site-based managed

than others?

3. Are there significant differences in flexible decision-making, accountability and productivity at schools identified as site-based managed?
4. Are there significant differences in staff performance, self-direction and control, and satisfaction at schools identified as site-based managed?
5. At schools identified as site-based managed, are there significant differences in the following school outcomes: student achievement, teacher commitment, parent and student satisfaction, teacher and student attendance and tenure, and parent participation?

APPENDICES

APPENDIX A

Plan of Activity

Kwanzaa School

<u>Task</u>	<u>Participants</u>	<u>Timeframe</u>
1. 40 private interviews	Administrators Teachers Staff	One-hour interviews, Oct. 1-26
2. 3 group interviews	School Board Fathers' Club Mothers' Club	One-hour interviews, October
3. Meeting observations	Faculty meetings Department meetings Parent meetings School Board, Fathers' Club, and Mothers' Club meetings	As occurring between Oct. 1 and Nov. 30
4. Questionnaires	Parent Student Teacher	Distributed October 22; Returned October 26 In school, Nov. 1 and 2 Distributed Nov. 5; Returned Nov. 9
5. Analysis of Documents and Review of Minutes	Faculty, Board, Parent Meeting Minutes Achievement Records Local and diocesan policy books Newsletters, budgets Attendance records Enrollment data Teacher tenure data	October 1 - November 30
6. Follow-up interviews		As needed

Rainbow School

<u>Task</u>	<u>Participants</u>	<u>Timeframe</u>
1. 26 private interviews	Administrators Teachers Staff	One-hour interviews, Dec. 3-21
2. 3 group interviews	School Board P.T.A. Sports Board	One-hour interviews, December
3. Meeting observations	Faculty meetings Department meetings Parent meetings P.T.A. Sports Board	As occurring between Dec. 3 and Feb. 1
4. Questionnaires	Parent Student Teacher	Distributed January 7; Returned January 11 In school, Jan. 17 & 18 Distributed January 21; Returned January 25
5. Analysis of Documents and Review of Minutes	Faculty, Board, Parent Meeting Minutes Achievement Records Local and diocesan policy books Newsletters, budgets Attendance records Enrollment data Teacher tenure data	December 3 - February 1
6. Follow-up interviews		As needed

APPENDIX B

Initial Contact Letter to Principals

May 3, 1990

Dear Principal,

By way of introduction, I would like to tell you that I am currently a full-time doctoral student in Educational Administration at Michigan State University. I had been a principal at St. Paul School in Suburbia from 1984 to 1988; I was also principal in Chicago for five years prior to that. So I realize that May and June days are extremely hectic and busy, but fun too!

I am writing my dissertation on site-based management in Catholic elementary schools. In January I met with Dr. Stephen from the Catholic Schools Office and asked her to identify some schools which exhibited most or all of the elements of site-based management. Yours was one of the nine identified.

I would like to call your office during the week of May 14 to set up an appointment (30-45 minutes) before June 30 to discuss the possibilities of studying your school in my research. At that time, I would like to review the elements with you, explain what I hope to do, and discuss the feasibility of your participation.

Thank you for your consideration of this. I hope these days are rewarding and enriching for you, your staff and your students.

Sincerely,

Frances Nadolny, O.P.

APPENDIX C

Introductory Letter to Faculty and Staff

TO: Kwanzaa (Rainbow) Faculty and Staff
FROM: Sister Frances Nadolny, O.P.
RE: Doctoral Field Study

I am a full-time doctoral student in Educational Administration, K-12, at Michigan State University. My dissertation is on site-based management. Basically, what I am studying is the control of schools at the local level in the areas of budget, curriculum and personnel. I believe Catholic schools have been doing this for awhile and feel that Catholic school educators can contribute much to the discussion. To collect my data, I will be in your school for two months. I will be interviewing faculty, staff and a few parents. I will also distribute questionnaires and attend several meetings. Yours is the first (second) school studied.

I was born in Detroit, attended St. Agatha Elementary and High schools, and am an Adrian Dominican Sister. I taught in Chicago for 12 years. From 1979 to 1984, I was principal at St. Keith Elementary School in Chicago. In 1984, I moved to the Detroit area and was principal at St. Paul Elementary School in Suburbia for four years. I have been studying full-time since 1988.

I have met with Sister Janet and Sister Rita (Sister Barbara) twice to discuss my plans and they (she) have (has) extended a warm welcome to me. I appreciate their (her) cooperation and willingness to assist me and I look forward to learning more about Kwanzaa (Rainbow) School! Thank you.

APPENDIX D

Introductory Letter to Students,

Parents and Guardians

TO: Kwanzaa (Rainbow) Students, Parents and Guardians
FROM: Sister Frances Nadolny, O.P.
RE: Research at Kwanzaa (Rainbow)

I am a full-time doctoral student in Educational Administration, K-12, at Michigan State University. I will be writing a dissertation which studies the control of schools at the local level in the areas of budget, curriculum and personnel. I believe Catholic schools have been doing this for awhile and feel that people connected with Catholic schools can contribute much to the discussion. To collect my data, I will be in your school for two months. I will be interviewing faculty, staff and a few parents. I will also distribute questionnaires and attend several meetings. Following my stay here, I will go to another school for two months. (Yours is the second school studied.)

I was born in Detroit, attended St. Agatha Elementary and High Schools, and am an Adrian Dominican Sister. I taught in Chicago for 12 years. From 1979 to 1984, I was principal at St. Keith Elementary School in Chicago. In 1984, I moved to the Detroit area and was principal at St. Paul Elementary School in Suburbia for four years. I have been studying full-time since 1988.

I have met with Sister Janet and Sister Rita (Sister Barbara) twice to discuss my plans and they (she) have (has) extended a warm welcome to me. I appreciate their (her) cooperation and willingness to assist me and I look forward to learning more about Kwanzaa (Rainbow) School! Thank you.

APPENDIX E

Interview Questions

Introduction: I am writing a dissertation on site-based management which basically means that local schools have the authority to make decisions about their own budgets, curriculum and personnel. I believe that Catholic schools have been doing this for a long time and perhaps public school personnel can learn from our experiences. If it is acceptable to you, I will be taping this interview so that I do not have to take extensive notes. Our conversation is confidential and the tape will be destroyed once the notes have been transcribed. This is a voluntary process so you may stop the interview any time you like. Are you willing to participate?

Budget

1. In the last year, how have budgetary decisions impacted the school? These may be related to programs, personnel, resources.
2. Who had input into these decisions and, in your opinion, how good were the decisions?
3. (For teachers only) Do you have a classroom budget, or can you order your own supplies? How does this affect your teaching?
4. Is money available for workshops and/or graduate education? If yes, how does the process work?
5. How does the budgeting process work? How is information obtained? How is the budget reviewed and controlled?
6. What types of budget information are released? To whom?

Decision-Making

1. Explain how decisions are made in the following areas:
 - a. Goals and long-range plans
 - b. Standardized test policies
 - c. Teacher assignment to classrooms/grades
 - d. Grading policies
 - e. Student assignment to classrooms/programs
 - f. Reporting procedures, such as report cards, conferences, progress reports, academic progress
 - g. Retention, promotion, expulsion
 - h. Facilities planning
 - i. Which curriculum is taught
 - j. How teachers teach
 - k. Expenditure priorities
 - l. Which textbooks are used
 - m. Staff hiring
 - n. Performance evaluation, teacher and principal
 - o. Staff development/in-service
 - p. Student discipline

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- q. Schedule and calendar
- r. Admission policies
- s. Salary determination
- 2. What is the role of the School Board and the other parent boards?

Reporting Progress and School Improvement

- 1. How does the school report progress and standardized test scores to teachers, students, parents, and the larger community?
- 2. How does school personnel use these progress reports?
- 3. (For Principals Only) What types of annual reports do you submit to the diocese and/or state?

Satisfaction (Teachers Only)

On a scale ranging from 1 as very dissatisfied to 4 as very satisfied, how would you rate the following items:

- 1. The authority you have to carry out your work?
- 2. Your present job in light of your career expectations?
- 3. The chance your job gives you to do what you are best at?
- 4. The extent to which conditions in your school enable you to be effective in your job?

Waivers from diocesan and state regulations

- 1. (For Principals Only) Describe instances in which you have requested exemptions from diocesan policies or guidelines.

APPENDIX F

Parent Questionnaire

Dear Parents/Guardians,

You have been informed by the school principal that I am gathering data for my dissertation on local school control. Basically, I am studying how Catholic schools make decisions, locally, about personnel, budget and curriculum. In addition to the information which I have gathered from the teachers, I need to gather information from you. Therefore, I would like you to complete the following questionnaire and return it, unsigned, in the attached envelope to the school office by Friday. Both parents/guardians are invited to complete it, though it is not essential. Each question would then have two separate responses. (Example: If you are both satisfied with the textbooks, there would be 2 check marks in the satisfied column. If one is very satisfied and one is satisfied, a check mark would appear in each column.) You indicate your voluntary agreement to participate by completing and returning this questionnaire. Your answers are completely anonymous. Thank you for your time.

Sister Frances Nadolny, O.P.

Please rate your degree of satisfaction with the following by placing a check mark (✓) in the appropriate column:

	Very Satisfied	Satisfied	Not Satisfied
1. Teachers in this school			
2. Principal(s) in this school			
3. Academic program in this school			
4. Athletic program in this school			
5. Discipline in this school			
6. Religion program in this school			
7. Textbooks in this school			
8. Extra-curricular activities for students at this school			

9. Home-school communication at this school

10. School Board

11. Other Parent Boards

Very Satisfied	Satisfied	Not Satisfied

Please indicate the number of times you participate in each of these activities during the school year:

12. Tutor in classroom _____

13. Tutor at home _____

14. Recommend disciplinary procedures to school personnel _____

15. Visit classrooms _____

16. Attend parent-teacher conferences _____

17. Request establishment of parent groups _____

18. Participate in parent groups _____

19. Recommend curriculum content _____

20. Attend PTA-type meetings _____

21. Request home visits by school personnel _____

22. Assist in field trips _____

23. Organize parent meetings _____

24. Participate in school-program appraisal and review _____

25. Hire a tutor _____

26. Teach reading at home _____

27. Attend School Board meetings _____

28. Inform teacher about illness _____

29. Inform teacher about behavioral problems _____

30. Review student classwork/homework at home _____

- 31. Examine test results _____
- 32. Ask to see child's school records _____
- 33. Take notes in conferences _____
- 34. Request conference with teachers _____

Thank you!

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APPENDIX G

Teacher Questionnaire

TO: Faculty Members
FROM: Fran Nadolny

As a continuing part of my dissertation research, please complete the following questionnaire and return it, unsigned, in the attached envelope to the school office. You indicate your voluntary agreement to participate by completing and returning this questionnaire. Please return it before Friday. Thank you for your time.

Check one: _____ Full-time faculty _____ Part-time faculty

Please indicate "Always," "Often," "Seldom," or "Never" in response to the statements.

	Always	Often	Seldom	Never
1. Teachers are proud to work at this school.				
2. The morale of the teachers is high.				
3. Teachers maintain high standards for themselves.				
4. Teachers are receptive to suggestions for program improvement.				
5. Teachers try new ideas to improve their teaching.				
6. Staff members are flexible: they are able to reconsider their positions on issues and change their minds.				
7. The principal(s) encourage(s) teachers to try out new ideas.				
8. I participate in professional development activities outside of the school.				
9. The principal(s) share(s) new ideas with teachers.				
10. Administrators, teachers, and other staff members are working hard to improve this school.				

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	Always	Often	Seldom	Never
11. Rules and red tape in this school make it difficult to get things done.				
12. Teachers feel responsible for student learning.				
13. Teachers are not responsible for what happens at this school; too many factors are beyond their control.				
14. People in this school complain about things, but they are reluctant to do anything about them.				
15. The staff is task-oriented; jobs get completed and there is little wasted time.				

Please circle the answer which best describes you:

16. On the average, the amount of time you spend per day on extra-curricular duties is:
 A. Less than 1 hour
 B. Between 1 and 2 hours
 C. Between 2 and 3 hours
 D. More than 3 hours
17. Do you get paid for these extra-curricular duties? _____
18. On the average, the amount of time you spend per day after regular school hours checking and grading papers and preparing for class is:
 A. Less than a half-hour
 B. Between a half-hour and one hour
 C. Between 1 and 2 hours
 D. More than 2 hours
19. On the average, the amount of time you spend per day after regular school hours with students is:
 A. Less than a half-hour
 B. Between a half-hour and one hour
 C. Between 1 and 2 hours
 D. More than 2 hours
20. On the average, the total amount of time you work per day on school-related activities is:
 A. Less than 6 hours
 B. Between 6 and 8 hours
 C. Between 8 and 10 hours
 D. More than 10 hours

21. The number of teaching days you missed last year for health or personal reasons was:
- A. 0
 - B. 1-5
 - C. 6-10
 - D. More than 10
22. The number of teaching days you missed last year for professional reasons was:
- A. 0
 - B. 1-3
 - C. 4-6
 - D. 7 or more
23. I plan to teach until retirement.
- A. Yes
 - B. No
 - C. Uncertain

Please indicate "Always," "Often," "Seldom," or "Never" in response to these statements:

	Always	Often	Seldom	Never
24. Teachers put in extra time and effort to improve this school.				
25. Teachers support school policies and procedures.				
26. Our faculty meetings are worthwhile.				
27. Teachers spend time after school with students who have individual problems.				

APPENDIX H

Student Questionnaire

Please mark how happy you are with the following:

	Very Happy 	Okay 	Not Happy 
1. Teachers in this school			
2. Principal(s) in this school			
3. Subjects in this school			
4. Sports program in this school			
5. Discipline, or rules, in this school			
6. Religion program in this school			
7. Extra activities for the students at this school			

Thank you for helping me!

N.B. Questionnaires for upper grade students did not have happy faces.

APPENDIX I

Consent Form

To: Parents and Guardians
From: Sister Frances Nadolny, O.P.

In addition to gathering information from the teachers and the parents for my dissertation, I would like to ask the students how they feel about the school. I have prepared a questionnaire with 7 questions to determine how satisfied your children are. I will be visiting the classrooms (but not kindergarten) in the next several weeks and asking the students to answer the questions. They will not put their names on the paper and I will ask the teacher to step out of the room while the children complete it. Your child does not have to participate if he/she chooses not to do so. Please complete the following and return it to me in the attached envelope. Thank you.

Check one:

My child/children may participate in the survey. _____

My child/children may not participate in the survey. _____

Child's name _____ Room no. _____

Child's name _____ Room no. _____

Child's name _____ Room no. _____

Child's name _____ Room no. _____

Parent/Guardian Signature

APPENDIX J

Guide for Analysis of Documents

1. Using the interview questions as a guide, review School Board minutes, parent group minutes, and faculty meeting minutes for the period from July 1, 1989, to the present.
2. Using the interview questions as a guide, examine school and diocesan policy books and newsletters sent from the school to the parents.

Data reported in narrative form.

3. To determine efficiency and cost under productivity, review the budgets from 1987-88 to 1990-91 to determine:
 - a. Tuition
 - b. Salaries
 - c. Cost per child
 - d. Administrative costs
 - e. Breakdown

Data reported in tables.

4. To determine student achievement, review achievement test data from 1988-89 and 1989-90:
 - a. Name of test
 - b. Average score in each subject
 - c. Average stanine in each subject

Data reported in tables and charts.

5. To determine teacher and student attendance and stability, study attendance and enrollment records to answer the following questions:
 - a. What is the average daily attendance?
 - b. What percentage of students transferred out last year?
 - c. What percentage of students transferred in this year?
 - d. What is the average amount of sick leave for teachers?
 - e. What percentage of teachers voluntarily left the school last year?
 - f. What percentage of teachers involuntarily left the school last year? For what reasons?

APPENDIX K

Parent Satisfaction Survey

Percent of Parents Indicating Satisfaction with
School Components

	Kwanzaa N=167	Rainbow N=250	Total N=417
	%*	%*	%*
Please rate your degree of satisfaction:			
1. Teachers in this school			
Very Satisfied	38	55	48
Satisfied	57	42	48
Not Satisfied	3	2	3
No Response	1	1	1
2. Principal(s) in this school			
Very Satisfied	58	88	76
Satisfied	40	11	23
Not Satisfied	1	1	1
No Response	-	1	1
3. Academic program in this school			
Very Satisfied	51	65	59
Satisfied	45	32	37
Not Satisfied	4	2	3
No Response	1	1	1
4. Athletic program at this school			
Very Satisfied	28	22	24
Satisfied	60	57	58
Not Satisfied	5	14	10
No Response	7	7	7

	Kwanzaa	Rainbow	Total
	%	%	%
5. Discipline in this school			
Very Satisfied	50	70	62
Satisfied	46	27	35
Not Satisfied	4	2	3
No Response	1	1	1
6. Religion program in this school			
Very Satisfied	37	63	53
Satisfied	53	32	41
Not Satisfied	5	3	4
No Response	5	2	3
7. Textbooks in this school			
Very Satisfied	41	48	46
Satisfied	52	43	47
Not Satisfied	2	4	4
No Response	4	4	4
8. Extra-curricular activities for students at this school			
Very Satisfied	15	34	26
Satisfied	53	51	52
Not Satisfied	23	8	14
No Response	9	7	8
9. Home-school communication at this school			
Very Satisfied	54	66	61
Satisfied	39	32	35
Not Satisfied	4	2	3
No Response	3	—	1

	Kwanzaa	Rainbow	Total
	%	%	%
10. School Board			
Very Satisfied	21	38	31
Satisfied	62	54	57
Not Satisfied	2	2	2
No Response	15	6	10
11. Other parent boards			
Very Satisfied	22	37	31
Satisfied	57	51	53
Not Satisfied	5	4	5
No Response	16	8	11

*Due to rounding, totals may not equal 100%.

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APPENDIX L

Parent Involvement Survey

Percent of Parents Indicating Their Participation
in School Activities Each Year

	Kwanzaa N=141	Rainbow N=204	Total N=345
	%*	%*	%*
1. Tutor in classroom			
Once a week or more	1	4	3
Less than once a week	1	10	7
0	68	67	67
No response	29	19	23
2. Tutor at home			
Once a week or more	31	29	30
As needed	12	13	12
Less than once a week	4	3	3
0	29	35	33
No response	24	20	21
3. Recommend disciplinary procedures to school personnel			
3 or 4 times; "yes"	4	2	3
1 or 2 times; "as needed"	16	13	14
0	54	64	60
No response	26	21	23
4. Visit classrooms			
Once/twice a week or more	1	8	5
Once/twice a month	2	13	8
"Regularly"	4	6	5
Less than 10 times	69	46	55
0	14	18	17
No response	11	9	10

	Kwanzaa	Rainbow	Total
	%	%	%
5. Attend parent-teacher conferences			
3 or more times	19	22	21
"All;" 1 or 2 times	70	75	72
0	6	3	4
No response	5	-	2
6. Request establishment of parent groups			
1 - 4 times	5	4	5
0	65	74	70
No response	30	22	25
7. Participate in parent groups			
Once a month or more	2	6	5
1 - 9 times	52	48	50
0	28	28	28
No response	17	18	17
8. Recommend curriculum content			
3 or more times	3	2	2
1 or 2 times	7	14	11
0	62	61	61
No response	28	23	25
9. Attend PTA meetings			
"All;" 6 or more	16	6	10
1 - 5 times	45	35	39
0	22	40	32
No response	17	20	19

	Kwanzaa	Rainbow	Total
	%	%	%
10. Request home visits by school personnel			
1 - 4 times	1	4	3
0	72	69	70
No response	26	27	27
11. Assist in field trips			
5 or more times	-	7	4
1 - 4 times	23	56	43
"All"	1	4	3
0	50	24	34
No response	26	9	16
12. Organize parent meetings			
5 or more times	-	3	2
1 - 4 times	4	3	3
0	67	69	68
No response	29	25	27
13. Participate in school program appraisal and review			
10 - 12 times	-	1	1
"As requested"	4	3	3
1 - 5 times	11	9	10
0	56	59	58
No response	30	28	29
14. Hire a tutor			
"Yes"	18	10	13
0	55	69	63
No response	27	21	23

	Kwanzaa	Rainbow	Total
	%	%	%
15. Teach reading at home			
Daily; "always"	28	11	18
20 or more times	10	6	8
"Yes;" "frequently;"			
"occasionally"	16	28	23
Less than 10 times	5	1	3
0	22	35	30
No response	19	18	19
16. Attend school board meetings			
4 - 10 times	2	3	3
1 - 3 times	9	6	8
0	60	66	63
No response	29	24	26
17. Inform teacher about illness			
"Yes"	79	76	77
0	9	15	13
No response	11	9	10
18. Inform teacher about behavior problems			
5 or more times	-	1	1
"As needed"	28	27	28
1 - 4 times	12	18	16
0	37	37	37
No response	23	17	19
19. Review student classwork/ homework at home			
Daily	71	65	68
Once a week or more; "yes"	21	22	21
Less than 10 times;			
"sometimes"	4	6	5
0	-	3	2
No response	5	4	5

	Kwanzaa	Rainbow	Total
	%	%	%
20. Examine test results			
All; weekly	80	79	79
Less than 20 times	8	7	8
0	2	4	3
No response	10	10	10
21. Ask to see child's school records			
Yes	30	20	24
0	41	63	54
No response	28	18	22
22. Take notes in conference			
Yes	44	26	33
0	30	53	44
No response	26	21	23
23. Request conferences with teachers			
2 - 6 times	17	9	12
"Yes;" "when needed"	30	22	25
Once	15	16	16
0	21	36	30
No response	17	16	17

*Due to rounding, totals may not equal 100%

APPENDIX M

Student Satisfaction Survey

Percent of Students Indicating Satisfaction with School

	Kwanzaa N=161	Rainbow N=240	Total N=401
	%*	%*	%*
How happy are you with:			
1. Teachers in this school			
Very happy	48	55	52
Okay	50	45	47
Not happy	2	1	1
2. Principal(s) in this school			
Very happy	48	82	69
Okay	44	16	27
Not happy	7	2	4
3. Subjects in this school			
Very happy	48	35	40
Okay	47	62	56
Not happy	4	3	4
4. Sports program in this school			
Very happy	72	46	56
Okay	25	45	37
Not happy	3	10	7

	Kwanzaa	Rainbow	Total
	%	%	%
5. Discipline, or rules, in this school			
Very happy	41	43	42
Okay	43	46	45
Not happy	16	11	13
6. Religion program in this school			
Very happy	70	75	73
Okay	27	25	26
Not happy	3	0	1
7. Extra activities for the students at this school			
Very happy	66	65	66
Okay	22	22	22
Not happy	12	13	12

*Due to rounding, totals may not equal 100%

APPENDIX N

Teacher Commitment Survey

Percent of Teachers Indicating Their Levels of Involvement

	Kwanzaa N=18	Rainbow N=16	Total N=34
	%*	%*	%*
1. Teachers are proud to work at this school			
Always	28	81	53
Often	67	19	44
No response	6	-	3
2. The morale of the teachers is high			
Always	6	56	29
Often	78	38	59
Seldom	11	6	9
No response	6	-	3
3. Teachers maintain high standards for themselves			
Always	39	63	50
Often	56	38	47
No response	6	-	3
4. Teachers are receptive to suggestions for program improvement			
Always	17	63	38
Often	78	31	56
Seldom	-	6	3
No response	6	-	3

	Kwanzaa	Rainbow	Total
	%	%	%
5. Teachers try new ideas to improve their teaching			
Always	22	44	32
Often	67	50	59
Seldom	-	6	3
No response	11	-	6
6. Staff members are flexible; they are able to reconsider their positions on issues and change their minds			
Always	6	25	15
Often	61	69	65
Seldom	28	6	18
No response	6	-	3
7. The principal(s) encourage(s) teachers to try new ideas			
Always	6	63	32
Often	17	25	21
Often to Seldom	6	6	6
Seldom	61	-	32
Seldom to Never	6	-	3
No response	6	6	6
8. I participate in professional development activities outside of the school			
Always	28	25	26
Often	44	63	53
Seldom	28	13	21

	Kwanzaa	Rainbow	Total
	%	%	%
9. The principal(s) share(s) new ideas with teachers			
Always	17	56	35
Often	6	25	15
Often to Seldom	6	-	3
Seldom	56	19	38
Seldom to Never	11	-	6
Never	6	-	3
10. Administrators, teachers, and other staff members are working hard to improve this school			
Always	35	75	53
Often	61	25	44
Seldom	6	-	3
11. Rules and red tape in this school make it difficult to get things done			
Always	6	-	3
Always to Often	6	-	3
Often	33	13	24
Seldom	39	44	41
Never	17	38	26
No response		6	3
12. Teachers feel responsible for student learning			
Always	67	63	65
Often	28	38	32
No response	6	-	3

	Kwanzaa	Rainbow	Total
	%	%	%
13. Teachers are not responsible for what happens at this school; too many factors are beyond their control			
Always	-	-	-
Often	11	6	9
Seldom	61	56	59
Never	22	31	26
No response	6	6	6
14. People in this school complain about things, but are reluctant to do anything about them			
Always	6	-	3
Often	33	13	24
Seldom	56	63	59
Never	-	25	12
No response	6	-	3
15. The staff is task-oriented; jobs get completed and there is little wasted time			
Always	11	38	24
Often	67	57	62
Seldom	17	6	12
No response	6	-	3
16. On the average, the amount of time spent per day on extra-curricular duties			
Less than one hour	28	69	47
Between one and two hours	33	19	26
Between two and three hours	22	6	15
More than three hours	11	6	9
No response	6	-	3

	Kwanzaa	Rainbow	Total
	%	%	%
17. Receive payment for these extra-curricular duties			
Yes	50	25	38
No	39	69	52
No response	11	6	9
18. On the average, the amount of time spent per day after regular school hours checking and grading papers and preparing for class			
Less than a half-hour	-	6	3
Between a half-hour and one hour	11	31	21
Between one and two hours	50	50	50
More than two hours	39	13	26
19. On the average, the amount of time spent per day after regular school hours with students			
Less than a half-hour	61	69	65
Between a half-hour and one hour	17	19	18
Between one and two hours	11	-	6
More than two hours	6	6	6
No response	6	6	6
20. On the average, the amount of time spent per day working on school-related activities			
Less than six hours	6	13	9
Between six and eight hours	28	44	35
Between eight and ten hours	50	31	41
More than ten hours	17	13	15

	Kwanzaa	Rainbow	Total
	%	%	%
21. Number of teaching days missed last year for health or personal reasons			
0	39	44	41
1 - 5	50	50	50
6 - 10	6	-	3
No response	6	6	6
22. Number of teaching days missed last year for professional reasons			
0	61	69	65
1 - 3	33	19	26
No response	6	13	9
23. Planning to teach until retirement			
Yes	50	50	50
No	-	6	3
Uncertain	50	44	47
24. Teachers put in extra time and effort to improve this school			
Always	22	50	35
Often	56	50	53
Seldom	6	-	3
No response	17	-	9
25. Teachers support school policies and procedures			
Always	28	56	41
Often	56	44	50
Often to Seldom	6	-	3
No response	11	-	6

	Kwanzaa	Rainbow	Total
	%	%	%
26. Our faculty meetings are worthwhile			
Always	6	56	29
Often	44	25	35
Often to Seldom	-	6	3
Seldom	33	13	24
No response	17	-	9
27. Teachers spend time after school with students who have individual problems			
Always	6	13	9
Often	56	75	65
Often to Seldom	-	6	3
Seldom	22	6	14
No response	17	-	9

*Due to rounding, totals may not equal 100%

Publishing Company/Address _____

[illegible]

APPENDIX P

Kwanzaa Projected Budget

Projected Budget for _____ School Year

Subject _____ Grades _____ Teacher _____

7111 Textbooks

Cost

1. Additional Basal Texts or Reference Materials _____

7112 Consumable Materials

1. Workbooks _____

2. Classroom Magazines _____

3. Tests _____

4. Supplies _____

Reams of Paper (\$3.75 per) _____

Masters (Box - \$8.50) _____

3-M Masters (\$8.25 per box) _____

Duplicating Fluid (\$6.50 per gal.) _____

7114 Audio-Visuals

1. Purchases (films, charts, maps, etc.) _____

2. Rentals _____

7102 Professional Expense

1. Professional Organizations and Magazines _____

2. Workshops (Diocesan Sponsored) _____

3. Workshops (Non-Diocesan) _____

Field Trips _____

Other Numbers:

_____	_____	_____
_____	_____	_____

APPENDIX Q

Central Office Curricular Time Allotments

Grades 1 and 2			Grade 3		
Subject	Daily	Weekly	Subject	Daily	Weekly
Religion		150	Religion		150
Reading			Reading		
Basal		350	Basal		300
Skills		250	Skills		240
English		150	English		150
Handwriting	4 x 25	100	Spelling		75
Arithmetic		200	Handwriting	4 x 20	80
Science	2 x 40	80	Arithmetic		200
Music		80	Science	2 x 40	80
Art		40	Music		80
Physical Educ.		80	Art		40
Recess		100			
			Physical Educ.		80
			Recess		100
Total		1580	Total		1575

Science classes for the early elementary grades could be 2 40-minute periods. For the middle grades 3 50-minute periods would probably be a desirable working span of time. The 200 minutes for grades seven and eight allow for much flexibility, 5 40-minutes, 4 50-minutes, or a combination of 2 60-minute and 2 40-minute periods.

Grades 4 to 6			Grades 7 and 8		
Subject	Daily	Weekly	Subject	Daily	Weekly
Religion		150	Religion	40	200
Language Arts			Language Arts		
Reading		300	Reading		240
English		200	English		200
Spelling & Handwriting		140	Spelling & Hand.		100
Arithmetic		200	Arithmetic		200
Science	3 x 50	150	Science		200
Social Studies		200	Social St.		200
Music		100	Music		100
Art		60	Art		60
P. E.		75	P. E.		75
Total		1575	Total		1575

Specific time allotments are recorded on this schedule only to suggest the amount of time required weekly for major and minor subjects. The ideal arrangement is to have one teacher teach all the language arts. Freedom to correlate these subjects and to adjust the time spent on each to the immediate needs of the group is the teacher's privilege. At least fifteen minutes a day for every student or an equivalent of seventy-five minutes a week is required for physical education in the elementary school. If facilities and staff are available, three full periods a week are recommended.

APPENDIX R

Kwanzaa School Report Cards

Kindergarten

Student: _____		Teacher: _____		Room: _____	
Marking Code: G = Good S = Satisfactory N = Progress Needed Ø = Does not apply at this time					
MARKING PERIOD		1	2	3	4
RELIGION					
Participates in discussions					
Applies to everyday life					
READING READINESS					
Able to print first name					
Recognizes alphabet					
Associates sounds with letters					
Identifies beginning sounds					
Able to blend sounds into words					
Recognizes colors (10)					
Recognizes color words					
Comprehends stories					
LANGUAGE DEVELOPMENT					
Speaks clearly					
Responds meaningfully in a group					
PERSONAL					
Knows address					
Knows phone number					
Knows age and birthday					
ART					
Use of crayons					
Draws at age level/expresses ideas					
Controls scissors well for age					
END OF YEAR: Promoted to Grade _____		Not promoted at		Date: _____	
Principal: _____					

Grade 1

Student: _____ Homeroom Teacher: _____ Grade 1 Recor _____

MARKING CODE: A=Excellent Progress B=Good C=Average D=Poor F=Failing

CHECK LIST CODE: ✓=Improvement Needed **=Some Improvement Shown

*First Quarter Marking ONLY: S=Satisfactory Progress U=Unsatisfactory

*****MARKING PERIOD*****	1	2	3	4	F	1	2	3	4	F
*RELIGION										
*READING										
GRADE LEVEL: Above On Below										
Phonics										
Comprehension										
Vocabulary										
Oral Reading										
Independent Reading/Work										
Listening Skills										
Participation										
*HANDWRITING										
Mastery of Legible Handwriting										
Transfer to Written Work										
*MATHEMATICS										
Mastery of Facts										
Understands Concepts										
Tests										
*COMPUTER										
TEACHER COMMENTS:										
1st Quarter										
2nd Quarter										
3rd Q.										
4th Q.										
*****ATTENDANCE***** Times Tardy										

END OF YEAR: _____ Not Promoted at _____ Promoted to Grade _____

PRINCIPAL: _____

DATE: _____

Grades 2 & 3

Student: _____ Homeroom Teacher: _____ Grade: _____ Room: _____
 WARNING CODE: A=Excellent Progress B=Good C=Average D=Poor F=Failing P=Passing
 CHECK LIST CODE: V=Improvement Needed **Some Improvement Shown N=Does Not Apply
 (Students may be moved, substitutions, regrading)

*****MARKING PERIOD*****	1	2	3	4	F
•RELIGION					
Class Participation					
Mastery of Concepts					
•READING					
GRADE LEVEL: Above On Below					
Effort					
Phonics					
Comprehension					
Vocabulary					
Oral Reading					
Independent Reading/Work					
Listening Skills					
Participation					
•ENGLISH					
Oral Expression of Ideas					
Written Expression of Ideas					
•SPELLING					
Mastery of Words on Tests					
Transfer to Written Work					
•HANDWRITING					
Mastery of Legible Writing					
Transfer to Written Work					
•SOCIAL STUDIES					
Mastery of Concepts					
Participation					
•MATHEMATICS					
Mastery of Facts					
Understanding of Concepts					
Tests					
•COMPUTER					
•SCIENCE					
Mastery of Concepts					
Reports/Projects					
Participation					
•MUSIC					
Participation					
CONDUCT					
EFFORT					
•ART					
•PHYSICAL EDUCATION					
Participation					
CONDUCT					
EFFORT					
•STUDY HABITS					
Attentive in Class					
Listens/Follows Directions					
Uses Time Effectively					
Completes Class Assignments					
Completes Homework Assignments					
Neatness in Written Work					
•SOCIAL HABITS					
Shows Respect For Others					
Shows Respect For Property					
Relates Well With Peers					
Cooperates With Regulations					
Exercises Responsibility					
Demonstrates Self-Discipline					
•ATTENDANCE***					
Times Absent					
Times Tardy					

PRINCIPAL: _____

END OF YEAR: Promoted to Grade _____

Not Promoted at _____

DATE: _____

Grade 4

Student _____		Homeroom Teacher _____		Grade 4 Room _____	
MARKING CODE: A=Excellent Progress B=Good C=Average D=Poor F=Failing CHECK LIST: ✓=Improvement Needed **Size Improvement Shown Variety Classes (Art, Computer, Music, Physical Education): S=Satisfactory U=Unsatisfactory					
MARKING PERIODS					
1	2	3	4	5	6
•RELIGION Class Participation Mastery of Concepts •READING Grade Level: Above On Below Phonics Comprehension Vocabulary Oral Reading Independent Work/Read Skills Listening Skills Participation •ENGLISH Oral Expression of Ideas Written Expression of Ideas •SPELLING Mastery of Words on Tests Transfer to Written Work •HANDWRITING Mastery of Legible Writing Transfer to Written Work •SOCIAL STUDIES Mastery of Concepts Participation in Discussion •MATHEMATICS Mastery of Facts Understanding Concepts Tests •COMPUTER					
•SCIENCE Mastery of Concepts Reports/Projects Participation •MUSIC CONDUCT EFFORT •ART CONDUCT EFFORT •PHYSICAL EDUCATION CONDUCT EFFORT •STUDY HABITS Attentive in Class Listens/Follows Directions Uses Time Effectively Completes Class Assignments Completes Homework Assignments Does Written Work Neatly •CONDUCT Shows Respect For Others Shows Respect For Property Relates Well With Peers Cooperates With Regulations Exercises Responsibility Demonstrates Self-Discipline •ATTENDANCE** Times Absent Times Tardy					
PRINCIPAL: _____ DATE: _____					
END OF YEAR: _____ Promoted to Grade _____ _____ Not Promoted at _____					

Student: _____ Homeroom Teacher: _____ Grade 5 Room: _____

MARKING CODE: A=Excellent Progress B=Good C=Average D=Poor F=Failing I=Incomplete (2 weeks to complete Variety Classes (Art, Music, Computer, Phys.Ed.) may use: S=Satisfactory U=Unsatisfactory

CHECK LIST: ☒ Improvement Needed ☐ Some Improvement Shown

	1	2	3	4	F
MARKING PERIODS					
•RELIGION					
Participation in Religious Experiences					
Mastery of Concepts					
•READING					
Grade Level Above On Below					
Effort					
Comprehension					
Vocabulary					
Oral Reading					
Independent Work/Reading Skills					
Participation					
•ENGLISH					
Oral Expression of Ideas					
Written Expression of Ideas					
Grammar					
•SPELLING					
Tests					
Transfer to Written Work					
•HANDWRITING					
Mastery of Legible Writing					
Transfer to Written Work					
•SOCIAL STUDIES					
Mastery of Concepts					
Participation					
•MATHEMATICS					
Mastery of Basic Skills					
Understanding of Concepts					
Tests					
•GEOGRAPHY					
Participation					
•SCIENCE (-Re:111)					
Assignments/Projects					
Participation					
Tests					
CONDUCT (-Re:111)					
EFFORT (-Re:111)					
•MUSIC					
CONDUCT					
EFFORT					
•ART					
CONDUCT					
EFFORT					
•PHYSICAL EDUCATION					
HEALTH					
CONDUCT					
EFFORT					
•STUDY HABITS					
Attentive in Class					
Listens/Follows Directions					
Uses Time Effectively					
Completes Class Assignments					
Does Written Work Neatly					
Completes Homework Assignments					
•SOCIAL HABITS					
Shows Respect For Others					
Shows Respect For Property					
Relates Well With Peers					
Cooperates With Regulations					
Exercises Responsibility					
Demonstrates Self-Discipline					
•ATTENDANCE** Times Absent					
Times Tardy					

PRINCIPAL: _____

END OF YEAR: _____ Promoted to Grade _____

Not Promoted at _____

DATE: _____

Grades 6 - 8

Student	Homeroom Teacher	Grade	1	2	3	4	5
MARKING CODES: A=Excellent; B=Good; C=Average; D=Fair; E=Poor; F=Failing; I=Incomplete (2 weeks to complete); CHECK LIST: ✓=Improvement Needed; +=Some Improvement; S=Satisfactory; -=Unsatisfactory							
MARKING PERIODS							
RELIGION							
Assignments							
Participation							
Tests							
CONDUCT							
EFFORT							
READING							
Grade Level: Above On Below							
Assignments							
Skills-Comprehension							
-Vocabulary							
Participation							
CONDUCT							
EFFORT							
ENGLISH							
Writing Skills-Grammar							
-Composition							
Verbal Skills							
Assignments							
Tests							
CONDUCT							
EFFORT							
SPELLING							
Assignments							
Tests							
HANDWRITING							
Mastery of Legible Writing							
Transfer to Written Work							
Homeroom CONDUCT							
Homeroom Effort							
GENERAL CONDUCT							
ATTENDANCE Times Absent							
Times Tardy							
MATHEMATICS Grade Level: Above On Below Basic Skills Assignments Participation/Questions Tests CONDUCT EFFORT SCIENCE Assignments/Projects Participation Tests CONDUCT EFFORT SOCIAL STUDIES Assignments Participation Tests CONDUCT EFFORT PHYSICAL EDUCATION HEALTH Participation CONDUCT EFFORT COMPUTER CONDUCT EFFORT ART or PUBLIC SPEAKING CONDUCT EFFORT MUSIC CONDUCT EFFORT							

PROMOTED TO

Promoted to Grade

END OF YEAR

C-8

Rainbow School Report Cards

DEVELOPMENTAL KINDERGARTEN
PROGRESS REPORT
RAINBOW SCHOOL

NAME _____
DAYS ABSENT _____

READING READINESS

1. Recognizes Name
2. Recognizes Capital Letters
3. Knows alphabet in sequence
4. Shows an interest in books
5. Knows rhyming words
6. Recognizes colors

LANGUAGE DEVELOPMENT

1. Speaks clearly
2. Expresses ideas well
3. Speaks in complete sentences

WRITTEN

1. Can print first name

NUMBER DEVELOPMENT

1. Understands counting order
2. Recognizes numbers 1-10
3. Knows basic shapes and sizes

PERSONAL

1. Knows full name
2. Knows address
3. Knows phone number
4. Knows age and birthday

PHYSICAL DEVELOPMENT

Fine Motor

1. Can button and zip
2. Can control pencil
3. Cuts and pastes neatly

Large Motor

1. Can Catch
2. Can hop on 1 foot

SOCIAL DEVELOPMENT

1. Accepts school routine
2. Plays & works well with others
3. Shares & takes turns
4. Displays self-confidence
5. Respects property of others
6. Adjusts to new situations

WORK HABITS

1. Follows directions
2. Has good attention span
3. Works neatly
4. Completes activities promptly
5. Works well independently
6. Cleans up after work period

Teacher's Signature _____

Principal's Signature _____

Kindergarten

Student _____
 Birthdate _____
 Teacher _____

Year 19____ to 19____

ARCHDIOCESE OF DETROIT CATHOLIC SCHOOLS

KINDERGARTEN REPORT

Religion

Introduced to prayers
Participates in discussion and activities

1	2	3	4

Reading Readiness

Visual perception
Can identify letters
Capital
Small
Auditory perception
Can identify sounds
Word recognition
Comprehensive readiness
Rhyming words

1	2	3	4

Math Readiness

Recognizes geometric shapes
Recognizes numbers
Can write numbers 1 to _____
Can count objects 1 to _____

1	2	3	4

Perceptual Skills

Recognizes shapes
Recognizes colors
Recognizes textures
Recognizes patterns

1	2	3	4

Small Motor Skills

Can hold pencil correctly
Can reproduce shapes
Can print letters
Can cut and paste
Can count within tenes

1	2	3	4

Large Motor Skills

Can coordinate movement

1	2	3	4

Days absent _____
 Times tardy _____
 Promoted to grade _____
 I would recommend _____
 Date _____
 Signature of teacher _____

COMMENTS:

EVALUATION KEY:

Achievement

0 Achieving beyond Kindergarten expectations
 5 Working at Kindergarten Level
 N Working below Kindergarten level, not showing improvement
 1 Does not meet Kindergarten expectations

Effort

3 Excellent Effort
 2 Satisfactory Effort
 1 Needs to try harder
 N Indicates Weakness

Social Development

Works and plays well with others
 Follows rules
 Can take a group
 Engages with others
 Is cooperative

1	2	3	4

Work Habits

Accepts responsibility
 Follows directions
 Works independently
 Shows effort
 Uses time effectively
 Finishes projects

1	2	3	4

Creative Arts

Enjoys singing / group
 Shows maturity in drawing

1	2	3	4

Grades 1 - 3

STUDENT'S NAME _____

PRIMARY PROGRESS REPORT _____

HOMEROOM TEACHER _____

Grades 1, 2, 3

GRADE _____

YEAR _____

	1	2	3	4	AV
	AE	AE	AE	AE	AE
RELIGION					
Completes written assignments					
Participates in discussion					
Participates in activities - Prayer experiences					
Understands Concepts					
READING					
Oral					
Comprehension					
Knowledge & Use of skills					
Workbook Exercises					
Dictionary Skills					
Phonics					
READING LEVELS (PRIMARY)					
Grade 1 1, 2, 3, 4, 5, 6, 7					
Grade 2 6, 7, 8, 9					
Grade 3 8, 9, 10, 11					
*P Indicates progressing but below grade level					
ENGLISH					
Speaking Skills					
Writing Skills					
Listening Skills					
Assignments					
SPELLING					
Assigned Words & Tests					
Application to Daily Work					
Workbook Assignments					
HANDWRITING					
Practice					
Applied					
MATHEMATICS					
Concepts					
Addition Facts					
Subtraction Facts					
Multiplication Facts					
Division Facts					
Computation					
Reasoning Ability					

SCIENCE					
Participation					
Assignments					
Projects/Reports					
Tests					
ART					
MUSIC					
GYM					
COMPUTER - Miss Pranger					

STUDY HABITS - SOCIAL ATTITUDES					
Listens Attentively					
Follows Directions					
Assumes Responsibility					
Uses Time Well					
Uses Self Control					
Respects Others					
Respects Property					
Works Neatly					
Completes Homework					

✓ Indicates Weakness

ACADEMIC KEY		EFFORT KEY	
A	Exceptional Work	5	Outstanding
B	Above Average Work	4	Very Good
C	Average Work	3	Satisfactory
C-	Low Average Work	2	Needs Improvement
D	Poor Work	1	Unsatisfactory
F	Unsatisfactory Work		

ATTENDANCE	1	2	3	4	Total
Days Absent					
Times Tardy					

PROMOTED TO GRADE _____ DATE _____

PRINCIPAL _____

Grades 4 - 8

PROGRESS REPORT

HOMEROOM TEACHER

GRADE

YEAR

	1	2	3	4	AV
	AE	AE	AE	AE	AE
RELIGION - Teacher					
Completes written assignments					
Participates in discussion					
Participates in activities/Prayer experiences					
Tests					

READING - Teacher					
Oral					
Comprehension					
Skills					
Independent Reading					
Assignments					

READING LEVELS					
Gr 4 10, 11, 12	Gr 7 Literature				
Gr 5 11, 12, 13	Gr 8 Literature				
Gr 6 12, 13					
*P Indicates progressing but below grade level					

ENGLISH - Teacher					
Oral Expression					
Written Expression					
Application of Skills					
Assignments					
Tests					

SPELLING - Teacher					
Application to Daily Work					
Assigned Words & Tests					
Workbook Assignments					

HANDWRITING - Teacher					
Practice					
Applied					

MATHEMATICS - Teacher					
Basic Facts					
Computation					
Assignments					
Tests					

SCIENCE - Teacher					
Participation					
Assignments					
Projects/Reports					
Tests					

SOCIAL STUDIES - Teacher					
Participation					
Assignments					
Tests					

ART					
MUSIC					
GYM					
COMPUTER - Miss Pranger					

STUDY HABITS - SOCIAL ATTITUDES					
Listens Attentively					
Follows Directions					
Assumes Responsibility					
Uses Time Well					
Uses Self Control					
Respects Others					
Respects Property					
Works Neatly					
Completes Homework					

✓ Indicates Weakness

ACADEMIC KEY	EFFORT KEY
A Exceptional Work	5 Outstanding
B Above Average Work	4 Very Good
C Average Work	3 Satisfactory
D Low Average Work	2 Needs Improvement
E Unsatisfactory Work	1 Unsatisfactory
F Failing Work	

ATTENDANCE	1	2	3	4	Total
Days Absent					
Times Tardy					

PROMOTED TO GRADE _____ DATE _____

PRINCIPAL _____

SPECIAL REPORT TO PARENTS

School _____ 19__

Student: _____

Subject: _____ Grade: _____

Dear Parents: _____

Will you kindly cooperate with us to prevent your child's failure in the above named subject? He is doing unsatisfactory work for the following reason(s):

1. Unsatisfactory Conduct ☐
2. Low grades on examinations ☐
3. Daily assignments not submitted ☐
4. Daily assignments carelessly submitted ☐
5. Daily assignments submitted late ☐
6. Unsatisfactory recitations ☐
7. Limited classroom participation ☐
8. Unfavorable attitude; limited effort ☐
9. Lack of interest ☐
10. Inattention in class ☐
11. Does not follow directions ☐
12. Frequent absence ☐

Additional Comments: _____

Teacher. Parent conference completed _____ DATE _____

Teacher: _____
(OVER)

Please note:

1. Inquiries about this report should be directed to the teacher concerned and not to the Principal.
2. It is strongly recommended that you confer with the teacher concerned. Indicate in your statement convenient times for such a conference.
3. Please return this report with your reply in an envelope, to the teacher concerned.

Statement of action taken by Parents:

SIGNATURE OF PARENT

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APPENDIX U

Kwanzaa School Progress Report

Date: Sept. 17, 1990		Date: Oct. 8, 1990		Date: Oct. 29, 1990	
SATISFACTORY PROGRESS		SATISFACTORY PROGRESS		SATISFACTORY PROGRESS	
DRAFTS		DRAFTS		DRAFTS	
ASSIGNMENTS		ASSIGNMENTS		ASSIGNMENTS	
CONDUCT		CONDUCT		CONDUCT	
RELIGION		RELIGION		RELIGION	
READING		READING		READING	
ENGLISH		ENGLISH		ENGLISH	
SPELLING		SPELLING		SPELLING	
MATH		MATH		MATH	
SCIENCE		SCIENCE		SCIENCE	
HISTORY		HISTORY		HISTORY	
PHYS. ED.		PHYS. ED.		PHYS. ED.	
ART		ART		ART	
COMPUTER		COMPUTER		COMPUTER	
MUSIC		MUSIC		MUSIC	
PUBLIC SPEAKING		PUBLIC SPEAKING		PUBLIC SPEAKING	
STUDY SKILLS		STUDY SKILLS		STUDY SKILLS	
GENERAL CONDUCT		GENERAL CONDUCT		GENERAL CONDUCT	

Student qualified for reward

Parent Signature

APPENDIX V

Kwanzaa School Survery, Grades 7 & 8

NAME (OPTIONAL)

1. What do you like about what you have done academically so far this year?
2. If you could begin this school year over, what would you do differently?
3. What can your teachers do for you to help you succeed?
4. What do you like about what you have done to help create a positive spirit in your class?
5. If you could begin this school year over, what would you do differently to help create a positive spirit?
6. Which classmate would you like to see publicly congratulated for something he/she has done to create a positive spirit in your class? Explain.

Rainbow's "Schools Without Drugs" Program

Reference Material and Resources
January 1991Living Skills Books by Joy Berry

- Every Kid's Guide to Making Friends
- Every Kid's Guide to Family Rules and Responsibilities
- Every Kid's Guide to Handling Disagreements
- Every Kid's Guide to Handling Feelings
- Every Kid's Guide to Good Manners
- Every Kid's Guide to Handling Fights with Brothers or Sisters

Activity Books - (Reproducible)

- Let's Learn About Getting Along With Others
- I've Got Me and I'm Glad

Flash Cards

- Drug Free Choices
- Smart Choices

Parent/Teacher Reference Book

- Good Behavior by Stephen Garber
(Over 1,200 sensible solutions to your child's problems from birth to age twelve.)

Drug Alert Books by Paula Zeller

- Focus on Marijuana
- Focus on Alcohol
- Focus on Cocaine and Crack
- Focus on Drugs and the Brain
- Focus on Nicotine and Caffeine
- Focus on Medicines
- Focus on Opiates
- Focus on Hallucinogens
- Focus on Steroids
- The Drug Alert Dictionary and Resource Guide

The Self-Esteem Game (board game)

- Play It Smart - Stay Safe from Drugs (Cassette and Book)

Also available through the library are Berenstain Bear videos regarding:

- Good Manners
- Self-Esteem

Berenstain Bear Books:

- The Trouble with Friends
- Forget Their Manners
- Get in a Fight
- Learn About Strangers

152-My Great-Grandpa Joe

- Health and Feelings

158-Health and Friends

301-My Other-Mother, My Other-Father

- A Look at MENTAL RETARDATION

304-The Hundred Dresses

- First Step

-The Boys and Girls Book About DIVORCE c-1

-The Boys and Girls Book About DIVORCE c-2

-The Best Little Girl in the World

-A Place Apart

-Mother Please Don't Die

-Cages of Glass, Flowers of Time

-The Boy Who Drank Too Much

-Tunnel Vision

-The Lottery Rose

-The Late Great Me

-Why You Feel Down and What You Can Do About It

-The Kids Book of DIVORCE

-Harriet the Spy c-2

-Don't Worry, You're Normal

-Just My Luck

-Fighting Invisible Tigers - A Student Guide to Life in
"The Jungle"

304-Making Up Your Own Mind

- Some Secrets Are For Sharing

362-When Your Parent Drinks Too Much

-Different Like Me c-1

-Different Like Me c-2

-It's O.K. To Say No To Drugs!

-An Elephant in the Living Room, But I Didn't Make Any
Noise About It

-The Secret Everyone Knows c-2

-The Secret Everyone Knows c-3

-The Secret Everyone Knows c-4

-Mind Drugs

-High on the Campus

-Alcohol: What It Is, What It Does

-Tobacco: What It Is, What It Does

-Living With a Parent Who Drinks Too Much c-1

-Living With a Parent Who Drinks Too Much c-2

-Alcohol: Facts for Decisions c-1

-Alcohol: Facts for Decisions c-2

-You and Smoking (It's really up to you)

-Drugs and People

-You Can Say No To A Drink Or A Drug (What Every Kid Should
Know)

-Drugs

-To Smoke Or Not To Smoke

-Smoking and You

-Why Do People Take Drugs? (Let's Talk About)

392-Free To Be You and Me c-1 (paperback)

-Free To Be You and Me c-2

-Marlo Thomas and Friends c-1

-Marlo Thomas and Friends c-2

494-"Why Was I Adopted?"

613.8-Rainbows and Jolly Beans (A Look At Drugs)

615-The Good Drug and the Bad Drug

-You and Drugs (The play is yours)

616.86-Health and Drugs

PRIMARY

E-362-What's "DRUNK," Mama?

392-Purple Turtles Say NO, NO To Drugs

-Splitting Up First Timers

-I Was So Mad!

-Alexander and the Terrible, Horrible, No Good, Very Bad Day

-Where the Wild Things Are c-1

-Where the Wild Things Are c-2

-Where the Wild Things Are c-3

-Just Only JOHN c-1

-Just Only JOHN c-2

E-394-Being Careful with Strangers (First Timers)

-Never Talk to Strangers

E-395-Getting Dressed (Teach me about)

-Mealtime (Teach me about)

-Staying Overnight (First Timers)

APPENDIX X

Rainbow School

Reading Levels for Marking Report Cards

To be considered on level, a child must be in:

<u>Grade</u>	<u>First Quarter</u>	<u>Second Quarter</u>	<u>Third Quarter</u>	<u>Fourth Quarter</u>
K		Completed Animal Crackers		In Lvl. 1
1	Level 2	Level 4	Level 5 ²	Level 6
2	Level 6 ²	Level 7 ²	Level 8 ¹	Level 8 ¹ Completed
3	Level 8 ²	Level 9 ¹	Level 9 ²	Level 10 ¹
4	Level 10 ²	Level 11 In Unit 1	Level 11 In Unit 3	Level 11 In Unit 5
5	Level 12 In Unit 1	Level 12 In Unit 3	Level 12 In Unit 5	Level 12 In Unit 6
6	Level 13 In Unit 1	Level 13 In Unit 3	Level 13 In Unit 5	Level 13 In Unit 6

APPENDIX Y

Kwanzaa School

Declaration of Intent for the 1990-91 School Year

We are currently in the process of specific planning for the 1990-91 school year. Pertinent to this planning is the status of each staff member.

Please indicate below your intentions for the next year so we will have a better idea of where we stand.

We are not prepared at this time to issue a definite statement regarding next year's salary schedule, but this information will be presented as soon as the School Board reaches a decision.

PLEASE CHECK:

- _____ I wish to continue as a member of the staff.
- _____ I would like to be considered for another grade.
_____ grade
- _____ I will not be returning next year.
- _____ Type of Degree (B.A.; B.S.; M.A.; M.S., or etc.)
- _____ Hours earned past this Degree.
- _____ Type of Certification (Provisional, Continuing,
Permanent) and Renewal Date _____
- _____ Check if you will have a change in your certification
status by the fall. Name the certification status.
- _____ Check if you will have a change in your type of
Degree by the fall.
Name the Degree status _____
- _____ Number of years I have taught school including this
present school year of 1989-90.
- _____ Number of years at Kwanzaa including this present
school year of 1989-90.

NOTE: This is not a contract or an offer of a contract.
Contracts will be issued later.

*Please return this form to the administration office by
FRIDAY, MARCH 9, 1990.

SIGNATURE _____ DATE _____

Comments: _____

Rainbow School Goals for the 1990-91 School Year

NAME

August, 1990

Rainbow School Philosophy

Rainbow Catholic School is a Christian Faith community where everyone shares the responsibility of working toward fulfilling each other's needs with enthusiasm, respect and honesty.

GOALS FOR 1990-91 SCHOOL YEAR

- A) I plan to implement the school philosophy by:
- B) I plan to develop my professional competence by:
- C) I plan to provide an effective program of instruction by:
- D) My personal philosophy of education is:

APPENDIX AA

Kwanzaa School Budget, 1989-90

INCOME

Tuition and Fees	\$ 969,145
Donations	4,000
Fundraising	65,000
Interest	5,000
Miscellaneous Income	11,355
Food & Stationery	2,000
CSA	<u>75,000</u>

\$1,131,500

EXPENSESAdministration

Salaries	\$ 121,000
Contracted Services	3,000
General Expense	15,000
Staff Development & Hospitality	<u>3,000</u>

\$142,000

Instructional

Salaries	595,000
Textbooks	10,000
Instr. Mat./Supplies	10,000
Library/A.V. Materials	<u>5,000</u>

620,000

Benefits (3%)

200,000

Athletics

3,500

Food-Contracted Services

23,000

Plant

Salaries	35,000
Contracted Services	20,000
Utilities	50,000
Supplies	15,000
Insurance	<u>8,000</u>

128,000

Capital Expenses

Furniture & Equipment	4,000
Machinery	8,000
A.V. Hardware	<u>3,000</u>

15,000

\$1,131,500

APPENDIX BB

Rainbow School Six-Month Report
December 31, 1990

INCOME

ACT. NUMBER	DESCRIPTION	PAID TO DATE	PROJECTED	BUDGETED	OVER UNDER BUDGET
0701	TUITION	276,884	427,013	450,734	23,721
0701.1	In-Parish	140,444	299,613	301,547	1,933
0701.2	Out-Parish	62,518	91,070	122,355	31,285
0701.4	Kindergarten	20,037	30,130	39,300	9,170
0701.5	Developmental Kindergarten	3,555	6,000	7,500	1,490
0702.7	Extended School Care Program	18,748	41,000	39,000	2,000
0702.8	Pre-School Program	8,776	12,545	11,000	1,545
0703	DONATIONS	7,500	7,500	-----	-----
0706	FUND RAISING	124,006	159,087	155,052	4,035
0706.1	Fruit Sale	110,767	110,787	106,762	4,025
0706.2	H.A.P.P.Y. Club	14,119	48,300	48,300	-----
0703	INTEREST INCOME	1,649	2,000	1,200	800
0730	FOOD SERVICE	24,713	54,713	55,978	1,265
0730.1	Lunches	24,571	54,571	55,978	1,407
0730.3	Cafeteria Rental	-----	-----	-----	-----
0730.5	Other	142	142	---	142
0740	ATHLETIC INCOME	33,455	62,020	69,170	7,150
0740.1	Gates&Admissions	-----	500	500	-----
0740.3	Concessions	400	500	400	100
0740.5	Other Income	161	161	---	161
0740.5a	Euchre	11,037	30,000	36,600	6,600
0740.5b	Fees	4,310	10,650	10,650	-----
0740.5d	Special Projects	16,759	18,909	---	18,909
0740.5e	Others - Bookstore	783	1,300	21,020	19,720
0775	OTHER STUDENT ACTIVITIES	0	600	0	600
0794	SUBSIDY	0	202,000	202,000	---
	TOTAL INCOME	495,981	963,578	974,544	5,255

MEMO ONLY-Do Not Include in Calculations

0799 Pre-Paid Tuition \$20,661
 99-90 Carry Over - Happy Club \$17,776
 89-90 Carry Over-Athletic Club 980
 93-99 Carry-Over for Sign - \$568.00
 89-90 Carry-Over for Sign - \$947.00

DISBURSEMENTS

LINE NUMBER	DESCRIPTION	PAID TO DATE	ENCLOSURE	BUDGET	REMARKS
<u>ADMINISTRATION</u>					
7001	<u>SALARIES</u>	2,400	2,400		
7001.1	Principal	3,100	20,320		
7001.2	Librarian	1,000	9,100		
7001.3	Guidance	1,300	15,520		
7001.4	Office	12,400	22,900		
7002	<u>BENEFITS</u>	5,150	12,420		
7002.3	Sister Benefits	2,600	3,600		
7002.4	Social Security	1,400	4,250		
7002.5	Retirement	1,120	2,900		
7002.6	Medical-Dental	2,370	6,075		
7002.7	Unemployment	170	475		
7002.8	Group Life Insurance	100	202		
<u>EXTENDED SCHOOL CARE</u>					
7001.4a	<u>Salaries</u>	4,710	19,700		
	<u>BENEFITS</u>	2,030	4,500		
7002.1a	Social Security	535	1,238		
7002.5a	Retirement	462	924		
7002.6a	Medical-Dental	1,002	2,236		
7002.7a	Unemployment	50	130		
7002.8a	Group Life Insurance	31	62		
	<u>GENERAL EXPENSES-ESCP</u>	130	750		
7004.1a	Supplies	170	400		
7004.2a	Telephone	120	300		
7040 a	Misc. - Newspaper ads	35	50		
	<u>PRE-SCHOOL EXPENSES</u>	5,735	9,951		
7001.4b	Salaries	3,440	7,200		
7002.1b	Social Security	248	551		
7004.1b	Supplies	2,047	2,200		
7004	<u>GENERAL EXPENSES-SCHOOL</u>	5,053	13,961		
7004.1	Supplies & Postage	4,400	9,761		
7004.2	Telephone	1,653	4,200		

ACCT. NUMBER	DESCRIPTION	PAID TO DATE	PROJECTED	BUDGETED	OVER UNDER BUDGET
<u>CAFETERIA</u>					
7301	<u>SALARIES</u>	13,209	13,500	13,500	291
7302	<u>BENEFITS</u>	1,510	3,798	4,226	416
7302.1	Social Security	395	1,035	1,351	315
7302.2	Retirement	92	330	330	---
7302.3	Medical-Dental	1,002	2,236	2,236	---
7302.4	Unemployment	25	170	235	115
7302.5	Group Life Insurance	13	27	24	3
7303	<u>CONTRACTED SERVICES</u>	395	1,000	1,000	---
7303.2	Repairs & Maintenance	395	1,000	1,000	---
7313	<u>FOOD & SUPPLIES</u>	13,059	23,100	23,100	10
7313.1	Milk and Dairy	1,056	7,000	7,000	---
7313.2	Food Purchases	17,033	20,000	20,000	---
7318.4	Cleaning Supplies	---	500	500	---
7318.5	Paper Products	---	600	600	---
7318.6	Other	---	---	---	---
7340	<u>OTHER CAFETERIA EXPENSES</u>	236	600	750	150
7340.1	Telephone	236	600	750	150
<u>TOTAL CAFETERIA EXPENSES</u>		23,459	46,998	51,076	4,078

ACT. NUMBER	DESCRIPTION	PAID TO DATE	PROJECTED	BUDGETED	OVER/UNDER BUDGET
<u>ATHLETIC CLUB</u>					
7403	<u>CONTRACTED SERVICES</u>	15,025	8,342	5,812	2,537
7403.1	Repairs and Maintenance	936	1,836	3,720	1,884
7403.2	Coaches & Game Officials	984	1,500	---	1,500
7403.4	Equipment & Facilities	3,199	5,000	2,002	2,998
7403.5	Others	6	6	---	6
7420	<u>LEAGUE & ENTRY FEES</u>	2,593	4,500	4,460	140
7421	<u>HOSPITALITY</u>	113	1,000	2,000	987
7421.1	Banquet & Awards	9	1,800	2,000	200
7421.2	Food	104	104	---	104
7422	<u>UNIFORMS & SUPPLIES</u>	2,580	4,520	4,520	---
7440	<u>OTHER ATHLETIC EXPENSES</u>	20,147	34,600	3,373	3,373
7440.1	Echtre & Sports	7,317	19,500	25,950	6,433
7440.2	Supplies, Postage, Phone	97	600	1,500	903
7440.3	Coaches Clinic	---	200	---	---
7440.4	Concessions	200	200	200	---
7440.5	Other (Bookstore)	2,034	2,500	15,523	13,023
7440.6	Special Projects	10,499	11,600	---	11,600
	<u>TOTAL ATHLETIC EXPENSES</u>	30,664	53,966	60,170	6,204
7752	<u>FIELD TRIPS & SOCIALS</u>	195	600	---	600
7801	<u>MAINTENANCE</u>				
7802	<u>SALARIES</u>	11,240	24,310	24,310	---
	<u>BENEFITS</u>	3,621	8,539	3,539	1,000
7802.1	Social Security	937	1,860	1,860	---
7802.2	Retirement	705	1,604	1,604	---
7802.3	Medical-Dental	2,197	4,881	4,881	---
7802.4	Unemployment	33	95	95	---
7802.5	Group Life Insurance	49	99	99	---

ACCT. NUMBER	DESCRIPTION	PAID TO DATE	PROJECTED	BUDGETED	OVER/UNDER BUDGET
7303	<u>CONTRACTED SERVICES</u>	15,361	36,544	36,325	219
7303.3	Security	822	1,644	1,612	32
7303.4	Janitorial	12,960	25,816	25,816	---
7303.5	Trash Removal	1,607	2,700	2,700	---
7303.6	Exterminator	192	384	384	---
7325	<u>UTILITIES</u>	9,015	36,132	45,325	9,193
7325.1	Electricity	7,640	20,700	23,540	2,840
7325.2	Heating	73	10,078	16,500	6,422
7325.3	Water	1,297	2,354	2,354	---
7325.4	Contingency	0	3,000	3,000	---
7326	<u>MAINTENANCE SUPPLIES</u>	8,325	17,000	15,545	1,455
7329	<u>PROPERTY INSURANCE</u>	5,192	14,326	13,000	1,326
7340	<u>PLAYGROUND SUPERVISION</u>	933	3,500	3,500	0
7340.1	<u>GARAGE EXPENSES</u>	7,163	7,163	---	7,163
7331	<u>TOTAL MAINTENANCE EXPENSES</u>	50,750	141,514	140,793	716
7939	<u>FUNDS TRANSFERRED TO DIOCESAN SAVINGS</u>	646	2,000	2,000	---
	<u>CAPITAL EXPENDITURES</u>				
	Furniture & fixtures	646	2,000	2,000	---
	<u>TOTAL CAPITAL EXPENDITURES</u>	646	2,000	2,000	---
	<u>TOTAL BUDGET DISBURSEMENTS</u>	443,241	967,859	974,544	6,685

APPENDIX CC

UCRIHS Approval Letter

MICHIGAN STATE UNIVERSITY

OFFICE OF VICE PRESIDENT FOR RESEARCH
AND DEAN OF THE GRADUATE SCHOOL

EAST LANSING • MICHIGAN • 48824-1046

October 7, 1990

Frances A. Nadolny
23773 Riverside Drive
Southfield, MI 48034

Dear Ms. Nadolny:

RE: A STUDY OF SITE-BASED MANAGEMENT IN SELECTED CATHOLIC ELEMENTARY SCHOOLS,
IRB# 90-398

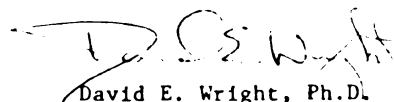
The above project is exempt from full UCRIHS review. I have reviewed the proposed research protocol and find that the rights and welfare of human subjects appear to be protected. You have approval to conduct the research.

You are reminded that UCRIHS approval is valid for one calendar year. If you plan to continue this project beyond one year, please make provisions for obtaining appropriate UCRIHS approval one month prior to October 7, 1991.

Any changes in procedures involving human subjects must be reviewed by the UCRIHS prior to initiation of the change. UCRIHS must also be notified promptly of any problems (unexpected side effects, complaints, etc.) involving human subjects during the course of the work.

Thank you for bringing this project to our attention. If we can be of any future help, please do not hesitate to let us know.

Sincerely,


David E. Wright, Ph.D.
Chair, UCRIHS

DEW/ deo

cc: Dr. Philip Cusick

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BIBLIOGRAPHY

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