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ABSTRACT
        The successful implementation of site-based
management (SBM) requires time and changes in the role expectations
among all members of the school community. Because needs and
achievement levels differ among schools, there is no one best way to
implement SBM. Schools are better off developing their own
self-starting, working models. This paper defines SBM and offers a
rationale for embracing change. It also offers a historical overview
of the development of SBM, discusses current research findings about
SBM, reviews successful models of SBM and the roles and
responsibilities of participants, describes pitfalls, and provides
overview of legislative action and legal considerations. (LMI)

# MANAGING CHANGE TOWARD SITE-BASED MANAGEMENT

## A PAPER PRESENTED BY

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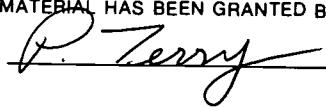
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# ABSTRACT FOR PRESENTATION

Site-based management is a relatively untried innovation in the struggle for educational reform. For successful implementation, this strategy requires change in role expectations from all areas of the school community. Decentralization and shared decision-making are key elements in the success of this strategy. Many models have been implemented as the literature substantiates, however there is no best model. The desired result of implementation of the site-based management strategy would be better meeting the needs of students and increased student achievement. That needs and achievement levels differ from school to school, and district to district further emphasizes that one best model for site-based management is not the answer. Involvement of principals, teachers, parents, community members, and students can produce a variety of working models of this strategy. Self-started programs are more viable than mandated programs. Local school personnel do not feel a part of the decision to implement the strategy when they have no part in that decision. The literature suggests a more reticent attitude on the part of those who must carry out the mandated programs when decisions are thrust upon them.

Time is an essential element in developing the site-based management strategy. Much staff time must be allotted for implementation of the total strategy. Overseers of the program must allow also for adequate time, in terms of years, for the strategy to achieve its full potential. If reform is to be achieved, then patience must abound. The next educational innovation will have to be passed by so the site-based management strategy can become firmly entrenched in an attempt to allow its fullest impact on the restructuring of our educational system.

The topics of this presentation will be on the definition of site-based management and the rationale for embracing change. In addition, a historical view leading to site-based management will be discussed and the current research findings relative to site-based management.

Various models of "successful" site-based management and the roles of the participants and their areas of responsibility will be reviewed. Strategies for the implementation of site-based management will be reviewed. While there are definitely advantages of site-based management some of the so-called pitfalls will also be discussed. On overview of legislative action involving site-based management and legal questions posed by site-based management strategies will be perused. The conclusion will include the evaluation of site-based management strategies and methods for possible improvement.DOG

## DEFINITION OF SITE-BASED MANAGEMENT

In the vast body of research, many terms are used interchangeably to define site-based management. (Fulbright, 1988) Site-based management, school-based management, building-based management, school-site management, site-managed schools, and school-based governance all refer to the school management strategy which has evolved from the restructuring movement in education. (Lane and Walberg, 1989) A historical explanation of this strategy is forthcoming. For consistency within this text, any of these various terms will be categorically referred to as site-based management.

Site-based management is a from of decentralization which allows the decision-making authority to shift from the district level, or central office, to the local school level. ("Restructuring School Governance", 1992). With this shift of authority to the local school comes greater responsibility to principals, teachers, and parents. (Hoyle, 1992) Decentralization is embraced with school improvement and increased student achievement as the primary goals. This improvement is to be generated by the local school. (Malen, Ogawa, and Kranz, 1990) Hoyle (1992) states, "Site-based management is the process in which the people who must implement the decisions make the decision." Site-based management offers a way of thinking much different from what many principals and teachers are familiar with and reliant upon. Therefore, training and retraining is imperative to develop skill abilities which will make the site-based management strategy a successful one. (Brocato, 1990)

## THE RATIONALE FOR EMBRACING CHANGE

Traditionally, we think of central administrators as those who impart knowledge, and local school teachers as those who distribute the knowledge bestowed on them from above. Teachers often feel no particular ownership to this knowledge, but go through the motions because they have been told to do so. (Sirotnik and Clark, 1988) For improvement in education to occur, the local school should be the center of change instead of the target of change from outside. This center of change should include the

teachers that work in the schools making decisions about running the schools. (Sirotnik and Clark, 1988) The more closely involved teachers, parents, and local schools are in the decision-making process, the more responsible these groups are to those decisions. (Fulbright, 1988) Site-based management empowers the local school personnel with decision-making abilities used within their own school. (Neal, 1988) As stated by Frank Brocato (1991), "The most effective decisions are made by those who will implement the decisions." When people participate in making the changes they will be more likely to support and implement those changes. (1991) With this in mind, site-based management would meet the needs of the students particular to that school. (Lange, 1993)

## A HISTORICAL VIEW LEADING TO SITE-BASED MANAGEMENT

Historically, site-based management can be traced to the early one-room school house. The school master was responsible for the needs of the students on-site. Through the years, as education became accessible to the masses, school districts were formed to have jurisdiction over the schools of a specified area. Later, with the advent of the World Wars, many trained teachers left the profession to serve in the Armed Forces. Less experienced personnel were hired to maintain the schools. School districts assumed greater responsibility in making decisions and in controlling the schools as the teachers filling vacancies were inexperienced and required more time to meet their academic challenges. ("Site-Based Management", 1993)

During the 1960's and 1970's, education oscillated between centralization and decentralization, returning again to favor centralization. (Lange, 1993) With the end of the decade, the super schools of the '60s lost favor as decentralization gained status for a period of time. (Lane and Walberg, 1989) The decentralization and school-based management strategies which emerged during this period were authority and politically motivated. (David, 1989) However, economics was the impetus for return to centralization. School districts could save a great deal of money when making purchases in quantities for the entire district. Individual school budgets could not tolerate the

increased prices due to individual school purchasing. Clearly, student needs were not a primary consideration behind the return to centralized school governance at this time. (Lange, 1993)

In the 1980's, two education reform movements had an impact on the development of site-based management as it exists today. The first wave of school reform called for raised educational standards and increased accountability by schools throughout the nation. These results were to be reflected in elevated test scores. Resultant of this reform effort, the effective school research confirmed that the individual school could be most responsible for change. That is, it could be the best vehicle for change. Following these reform ingredients came the thrust for restructuring in the second wave of school reform. (Rowley, 1989) Within the restructuring movement, reformers wanted less traditional school governance and something more in tune with the national political scene. The innovation which evolved during this period was site-based management. (Chubb and Moe, 1990) It exemplifies the democratic process of our nation at work, though on a smaller scale within the community. (Chapman, 1990) Today site-based management has been adopted by school districts and even mandated at district and state levels where traditional top-down administrative styles have completely failed to meet student needs. In instances such as this, site-based management has been embraced as a way out. (Chubb and Moe, 1990).

## CURRENT RESEARCH RELATIVE TO SITE-BASED MANAGEMENT

Seddon, Angus, and Poole have done an extensive ERIC search of the literature to assess research on site-based management. Their findings indicate there is little actual research on site-based management, though many entries have been made on the topic. Most entries discuss site-based management as an educational strategy to improve schools and to meet student needs. There is also a plethora of literature on role functions in site-based management models. (Chapman, 1990) David's study of site-based management substantiates this lack of research but suggests the literature is ripe with

success stories and those eager to spread the gospel of site-based management. (Hoyle, 1992)

Though valid research on site-based management relative to student achievement does not abound, several generalizations about the strategy have surfaced. These would include that decisions made by faculties are somewhat different when coupled with their governing of the budget. It is suddenly that the school money is their money and can be watched over and spent more cautiously. Ownership and feelings of belonging to one's school increase as this management style evolves. The research has substantiated that roles change within the building as well as within the school district hierarchy when site-based management strategies are implemented. Leadership abilities become of primary importance in a site-managed school. Finally, the research suggests that the site-based management strategy requires appropriate time for the benefits to become visible. Hoyle suggests between five and ten years of implementation before valid and reliable judgments may be made about the effectiveness of the strategy. (Hoyle, 1992)

Malen, Ogawa, and Kranz (1990) have done a study of 200 documents describing site-based management. Conclusions from their research indicate that site-based management does not meet its intended objectives. The authors however suggest their data was limited and covered a wide cross-section of the nation's schools. Additionally, they indicate the research appeared to have a pro site-based management slant and seemed to target exceptions to the model and achievements exhibited by the program.

As recently as September of 1993, Drury reports that, "there is no known research to indicate that school-based management has a positive effect on student achievement." (1993) This would substantiate the previous reference to work by Hoyle (1992) which suggests adequate time is imperative for the benefits of this strategy to become evident and measurable.

## MODELS OF SITE-BASED MANAGEMENT

A review of the literature substantiates the position that there is no best model for site-based management. Schools should implement this strategy dependent upon the needs, resources, and flexibility of their students and staff. ("Site-Based Management", 1993) The earliest site-based programs were piloted in Baton Rouge, Louisiana and in Adams County, Colorado. (Brocato, 1990) More recently, the site-based management strategy has been implemented in many cities, districts, and schools across the nation. Following is an overview of models being implemented.

Dade County, Florida uses a cadre for decision-making. The membership of this cadre is decided at the local level. (Gomez, 1989)

Central-Hower High School, in Akron, Ohio has developed a system where an elected Faculty Senate of eight teachers and the principal share the decision-making authority granted them by the central office. The principal at Central-Hower has no veto power. Members of the Faculty Senate serve as committee chairs and report between the governing body and the faculty. (Strauber, Stanley, and Wagenknecht, 1990)

John Glenn Middle School in Bedford, Maine uses the entire faculty for the governance committee to share decision-making. (Aronstein, Marlow, and Desilets, 1990)

The Chicago Reform Act of 1989 mandated the decentralization of the Chicago Public Schools. Local School Councils, (LSC), were set up with six parents, two teachers, two community representatives, the principal, and a student if at a high school setting. The LSC is the governing body of the schools with the principal accountable to this council. (Ford, 1992)

Site-based management has been implemented in Boston with a principal, seven teachers, four parents, and one high school student (if for a high school). The principal must vote with the majority. Parents have a voice and a vote on the board, but do not control the governing body. (Doherty and Wilson, 1990)

In Pittsburgh, site-based management schools have no parents on the councils which govern the local schools.

In contrast, Dayton Public Schools have submitted grants to develop site-based management in their local schools. The governance unit is not restricted to district mandates. Each school may develop a governing model to best meet the needs of their students.

Finally, the state of Kentucky has mandated the implementation of site-based management using a six member governing council. (Drury, 1993)

There is a tremendous amount of disparity among the site-based management models across the nation. In spite of these differences two important similarities must be recognized. Principals, parents, teachers, and students must work within the framework of school board policy and administrative regulations, Secondly, the governing group must keep the need of the students at the forefront as decisions are made for the school community. (Neal, 1988)

Regardless of the site-based management model, these common characteristics will be evident in the model. The decentralization authority is granted some degree of decision-making power in specified areas. Such areas might include curriculum, budget, and personnel or staffing. The decentralized authority represents the individual school principal; principal and teachers; teachers; parents, principal, and teachers. Some of the above models may include community representatives and/or students. Authority and policies of site-based management models may be usurped by existing procedures and policies of the district and state. However, waivers are available from the proper policy-making body. (Malen et al, 1990)

## ROLES OF THE PARTICIPANTS IN SITE-BASED MANAGEMENT

When a school moves from a traditional school governance model to that of site-based management, several changes must occur. Changes in roles and attitudes are necessary at the local school as well as at the central office or district level if there is to be

a smooth transition to the site-based management strategy. Often this requires continued training and reteaching at all levels. (Brocato, 1990) A role of the central office personnel would be to provide training and support through the transition to site-based management. Central office would continue, as a resource, to coordinate services, and to provide the continued training after implementation has begun. (Rowley, 1989) The district school board would continue with their roles as policy makers, supervising agent of the superintendent, and overseers of the district budget as accorded by state guidelines. The superintendent would still be viewed as the chief executive officer of the school district. It would however, be essential for the superintendent to give a show of support to the concept of site-based management for it to be successfully implemented. (Neal, 1988)

The role of the principal is that role which is most affected by transition to a site-based management strategy. Principals implementing the site-based management strategy are relied upon by the central office to address the particular needs and responsibilities of their own schools while remaining within the district and school board guidelines. More authority is given the principal by the central office. Decisions more traditionally left to central administrators are made on-site by the principal and/or a designated decision-making group. (Webster, 1992) In a traditional management style the principal is the school's ultimate decision maker. The site-based management strategy encourages the principal to be at the service of, and facilitator for the school personnel. (Aronstein et al, 1990) The principal is the instructional leader who works with the staff to best meet the needs of the students. The principal is the coordinator who must view the total school picture and keep decision-making in perspective to this whole picture. (Fulbright, 1988) Tewel (1993) suggests that within the site-based management strategy a principal acts as the chief executive officer of the school in much the same way as their business-world counterparts. With this in mind, the principal must relinquish some amount of authority to empower the teachers and allow trust to be established in this management strategy and among those using it. (Lane and Walberg, 1989) In essence, the principal must spread the

leadership among the teachers and trust them to be leaders, too. This requires an ongoing process of growth and development for the site team. It is in this process that the services and resources of the central office can be beneficial. (Barth, 1988) Success of site-based management is dependent upon the ability of the principal to share autonomy with teachers and others who are working to have a successful school program. (Lucas, Brown, and Markus, 1991)

Teachers in the site-based management strategy would be encouraged to communicate, be involved, and committed to the success of the strategy. Some teachers would emerge as leaders as this strategy is developed and teachers would become empowered in the decision-making process. (Barth, 1988)

## AREAS OF RESPONSIBILITY FOR SITE-BASED MANAGEMENT

In reviewing the literature it is clear that curriculum, staffing, and budgeting are areas of responsibility that can be governed at the local school level using the site-based management strategy. When the curriculum is the responsibility of and developed by the people who will be implementing it at the local school level, there will be increased ownership and commitment to what is being taught. Also, those developing the curriculum will be in direct contact with those for whom the curriculum is being written. (David, 1989)

In the area of personnel, consideration for hiring as well as staff development are benefited when addressed at the local school level. Personnel needs could be identified by a site-based team and personnel selection could be made in harmony with those needs. The site-based team would be in the best position to evaluate the need areas of their school. Further, in-service for the school would be based on the needs identified on-site. It would be developed on-site or with outside resources but be specifically for that school staff. Staff development would be unique to the particular school.

Budget is another area of responsibility easily accessed using the site-based management strategy. Generally, funding to schools is disbursed using a per student

funding formula. The traditional budgeting process distributes funds to various accounts with the district budgeting system. Funds then are disbursed from these accounts using strict adherence to district spending guidelines. Under the site-based management strategy, this per pupil amount could be disbursed to the local school. Funds then would be spent on a need basis at the discretion of the site-based team. (Brocato, 1991)

## IMPLEMENTATION OF THE SITE-BASED MANAGEMENT STRATEGY

According to an American Association of School Administrators Opinion Survey, taken in 1992, 40.85% of administrators polled had already implemented site-based management in a least one building in their district. Another 34.5% consider implementation in the future.

To insure the success of a site-based management strategy, four elements have emerged from the literature. David (1989) identifies as essential: a good knowledge base, a good instructional leader, time for professional growth and for implementing new knowledge and skills, and lastly, monies to offset time involvement and the workload of the teachers.

## ADVANTAGES AND PITFALLS OF SITE-BASED MANAGEMENT

Much of the literature concerning site-based management centers around this strategy's benefits. Other authors offer cautions as to the shortcomings or obstacles faced when implementing this management strategy. The following will highlight both positions defended in the literature.

The site-based management strategy offers more communication among the personnel. Decisions are not handed down from above, but are the product of face to face group interaction at the local school level. (Fulbright, 1988) Site-based management requires the involvement of the school personnel to be an effective strategy. The staff must look beyond the classrooms, typewriters, and broom closets to a commitment to total school growth. (Tewel, 1993) Because these decisions are made on-site, staff members actually have input in the decisions being made, thus they feel ownership for

the decisions. Sharp and Childs (1992) suggest that personnel will ultimately make better decisions if they know they will have a stake in the decisions which are being made. Additionally, their productivity will increase because of the ownership they feel. Staff morale and motivation are likely to increase with the inclusion in decision-making. This in turn will act as a catalyst for more quality planning and instruction. As this goal is achieved it is hoped that greater student achievement will be attained. (Malen et al, 1990) Neal (1988) suggests that the site-based management strategy is associated with increased fiscal responsibility and spending. Local schools become more efficient because they realize a need to save money in one area in order to have it to spend in another of greater need.

Conversely, opponents of site-based management enumerate many pitfalls to the success of this strategy. As a group, educators are conservative and do not accept change easily. Moving from a traditional school model to a site-based strategy would demand change at every level for successful implementation. This could cause frustration, and a general lowering of morale among the entire staff. Along with change, school board members, superintendents, and principals may feel their won power is threatened by implementation of the site-based management strategy. They equate a change in their roles with a decrease in their power and authority. Although many educators are highly skilled in their subject areas, they do not exhibit the skills or knowledge-base required to make decisions or to be effective leaders. Administrators view their leadership skills being stripped while being handed over to those whose skills are adequate. Some detractors of the site-based management strategy feel there is not the necessary element of trust in the process or the personnel at any level. Central office distrusts the abilities of the local school personnel while the local school personnel do not trust the central office's commitment in allowing them to make decisions. (Uhl, Boschee, and Bonaiuto, 1993)

Perhaps the greatest obstacle to site-based management success as an element of educational reform is its exhaustive commitment of time by those who embrace it.

Between five and ten years are realistic expectations in terms of commitment to developing this strategy. (Brocato, 1991) This is further aggravated when measured in terms of time spent by teachers away from their classroom needs during the implementation process. Classroom achievement levels which are expected to be boosted may actually dive. A fine line is drawn between benefits and pitfalls. The more successful site-based management programs view means of implementation more positively, while programs that have struggled see the same means less favorably. (Brocato, 1990)

## LEGISLATIVE ACTION INVOLVING SITE-BASED MANAGEMENT

In an attempt to elicit reform in education, the states of Kentucky, Texas and the Chicago Public Schools have been mandated to implement site-based management. Kentucky schools are faced with parent-dominated councils which share in the decision-making process. Texas was mandated to implement their schools by 1992, however there is not much research or literature or the success or failures. Chicago Public Schools have Local School Councils (LSC) that are also parent-dominated. Mandated programs do not suggest that the timing is right for implementation or the players are prepared. In most instances, principals are overwhelmed by the prospect of the workload involved. The literature suggest that site-based management has been mandated to reform schools that are failing. Principals now must combat learning and implementing a new strategy in addition to maintaining their already ailing schools as well as overcoming the stigma that we are implementing this new strategy because we have been a failure. (Hoyle, 1992)

## LEGAL QUESTIONS CONCERNING SITE-BASED MANAGEMENT

Throughout the literature it is consistently obvious that schools implementing site-based management strategies maintain the legal governing hierarchy of our nations public schools. Guidelines and policies established by state agencies are addressed by district school boards and superintendents. These guidelines and policies are also upheld by local site-based schools as with their traditional school counterparts. However, site-based

schools can apply and receive waivers from state agencies to exempt them from specific policies that would impede their functions.

School boards are the legal authority at the district level. It is from this source that authority is delegated to the local schools. Site-based schools may also apply and receive waivers from the district school boards that would exempt them from district mandate. (Fulbright, 1989)

At the local school level, Wynne and Ryan (1993) suggest a legal weakness in some site-based management models. If the authority of the principal has been usurped by a council and no school leader is clearly identifiable, no one individual is held accountable or responsible. In the traditional school model the buck stops with the principal. This is not the case when the site-based model designates a council for decision-making in place of a single school leader.

## SITE-BASED MANAGEMENT AND COLLECTIVE BARGAINING

The role of the teacher's union is not yet clearly defined in the site-based school. This strategy has, in many instances, empowered teachers to have a voice in their schools. This is also a characteristic the union has long demanded for its membership. If the union publicly ascribes to this strategy, because it does empower teachers, then they would also have to acknowledge that teachers are being dealt with differently from building to building, depending on the strategy to which they ascribe. This would be in conflict with the unions binding arbitration clause. (Neal, 1988)

It is also felt that as teachers become more involved in site-based management and shared decision-making, the need for a union to bargain for improved working conditions will diminish. Though this is a long range vision, it could be viewed as threatening to the union's longevity and strength. (Brocato, 1990)

In 1992, Keith Geiger, President of the National Education Association spoke of the strong support the union has for the site-based management strategy. In contrast, a December, 1992 issue of Education Week suggests that schools implementing the site-

based management strategy are not receiving the union support they were led to believe would be waiting for them. Unions have long supported hiring practices and tenure policies of the central office. Site-based management moves these issues under the jurisdiction of the local school. Collective bargaining would be at stake as on-site decisions are made regarding hiring and tenure issues. (Bradley, 1992)

In spite of these potential threats to the teachers' union, schools implementing the site-based management strategy apply for and receive waivers from the union. These waivers allow for continued growth of the strategy. (David, 1989)

## EVALUATING THE SITE-BASED MANAGEMENT STRATEGY

Evaluating the site-based management strategy is frequently an examination of the process instead of the outcomes. To insure that the site-based management strategy is judged on its basic premise, that of meeting the needs of the student, a dual evaluation design has been suggested. At the district level, the site-based process could be evaluated through interviews and on-site visitations. Student achievement could be assessed through reports prepared by the local school. This would satisfy the local school role of autonomy while maintaining the districts need to defend accountability to state and federal agencies. ("Site-Based Management", ERS Information Aid, 1991)

## SUMMATION

Site-based management is a relatively untried innovation in the struggle for educational reform. For successful implementation, this strategy requires change in role expectations form all areas of the school community. Decentralization and shared decision-making are key elements in the success of this strategy. Many models have been implemented as the literature substantiates, however there is no best model. The desired result of implementation of the site-based management strategy would be better meeting the needs of students and increased student achievement. That needs and achievement levels differ from school to school, and district to district further emphasizes that one best model for site-based management is not the answer. Involvement of principals, teachers,

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Time is an essential element in developing the site-based management strategy. Much staff time must be allotted for implementation of the total strategy. Overseers of the program must allow also for adequate time, in terms of years, for the strategy to achieve its full potential. If reform is to be achieved, then patience must abound. The next educational innovation will have to be passed by so the site-based management strategy can become firmly entrenched in an attempt to allow its fullest impact on the restructuring of our educational system.

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