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Development And Analysis Of A Comprehensive Program For The Implementation Of Site Based Management Into The Milwaukee Public Schools

Clement L. Magner
Nova Southeastern University

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DEVELOPMENT AND ANALYSIS OF A COMPREHENSIVE PROGRAM
FOR THE IMPLEMENTATION OF SITE BASED MANAGEMENT
INTO THE MILWAUKEE PUBLIC SCHOOLS

PH 011 000 701

by
Clement L. Magner

A Major Applied Research Project presented in
partial fulfillment of the requirements
for the degree of Doctor of Education

Nova University

January, 1991

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Abstract of a Major Applied Research Project Presented
to Nova University in Partial Fulfillment of the
Requirements for the Degree
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DEVELOPMENT AND ANALYSIS OF A COMPREHENSIVE PROGRAM
FOR THE IMPLEMENTATION OF SITE BASED MANAGEMENT
INTO THE MILWAUKEE PUBLIC SCHOOLS

by

Clement L. Wagner

January, 1991

In October 1986, the Milwaukee Public Schools (MPS) Board of School Directors appointed a broadly based committee to study the feasibility of Site Based Management (SBM) for the M.S. The committee was comprised of varied staff from the educational community including elementary, secondary and college levels. Also included were business and professional people from the Milwaukee community. In March of 1987, the committee delivered their report to the Board. The committee recommended that the MPS establish SBM in all of the 140 school buildings, starting with a small number of volunteer pilot schools. In the fall of 1987, ten schools volunteered to be the first pilot schools. As of September 1990, the Pilot School Program has grown to thirty-six schools, which is still far short of the total 140 school buildings. Milwaukee Public Schools needed an

implementation program to effectively and efficiently expand the SBM program into the non-SBM schools on a timely basis.

To develop an MPS SBM Implementation Program, data were collected from the literature, a University of Wisconsin study of the Phase I and Phase II pilot schools, and by a survey of the 45 members of the Council of Great Cities Schools. The survey, designated the SBM Interview, was developed and administered during the MARP. It consisted of thirteen questions that were asked of those members of the Council of Great Cities Schools who had established a SBM program. The goal was to explore SBM programs in other urban school districts.

When the data from the literature, the Pilot Schools Study, and the SBM Interview given to the Council of Great Cities Schools were combined, there developed an agreement regarding the definition of SBM. All perceived SBM as an ongoing process unique to a specific school building rather than a general product or destination. Other components suggested for the definition of SBM in addition to, process, were that it should be a school improvement strategy, change oriented, participatory and representative, and reflect commitment by the school staff to a commonly held vision regarding the possibility for mutual empowerment toward the goal of all students succeeding.

Data collected were analyzed and combined into a SBM Implementation Program for MPS to utilize in moving the

traditional schools into the SBM program. The resulting SBM Implementation Program developed via the MARP responded to several needs and issues identified by the newly appointed SBM Coordinator and the University of Wisconsin Pilot Schools Study. One of those was the continuing need for extended inservice training for traditional, non-SBM schools as they become SBM. Training was also important for members of the traditional power structure such as the central office staff. These administrators were sometimes seen as resisting the SBM schools process of empowerment.

Another concern was to increase the verbal and demonstrative commitment to SBM by the teachers union. Teachers at SBM schools expressed the need for a waiver process to occasionally set aside restrictions such as staff placement by seniority, teacher certification and certain other changes in working conditions that were part of the teacher's contract.

A major workshop was developed for the SBM council leaders who chaired the SBM council meetings. Recommendations were made for the SBM coordinator to expand the marketing strategies and to publicize the benefits of SBM to attract more non-SBM schools to volunteer for SBM. Other recommendations included a SBM newsletter and annual conference to instruct and highlight SBM successes. All recommendations and strategies developed within the Major Applied Research Project were intended to focus on the

ultimate, long-range MPS goal of increasing student achievement and accomplishment.

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Chapter 1

INTRODUCTION, STATEMENT OF PROBLEM, AND BACKGROUND AND SIGNIFICANCE

Introduction

In response to community pressure to make the schools more accountable to parents and the community, the Milwaukee board of school directors (the board) mandated that the administration study the concept of site based management (SBM) for the Milwaukee Public Schools (MPS). On October 29, 1986, the Milwaukee board of school directors endorsed in principle the concept of SBM and directed the administration to develop plans for such a system.

The concept of SBM, also called school based management, was new and dramatically different than any previous management innovation proposed for MPS. The application was so unique that the administration decided that all components of the Milwaukee community, both educational and non-educational, should provide input regarding if, when and how SBM should be implemented in the MPS system.

The superintendent established a broad-based committee comprised of MPS staff, university staff, representatives from professional organizations, employee bargaining units, business, the Milwaukee community and parents. The committee was divided into seven subcommittees to study the

mechanics of how SBM would be implemented at the local school site. The committee submitted their report to the superintendent and the board of school directors on May 20, 1987 with enthusiastic expectation.

This report is the culmination of extensive research and analysis of the concept of site based management by a dedicated group representing the Milwaukee community in general and its professional educators. It is only through involvement of the community that this document is transmitted to you with the assurance that the resulting process of moving toward site based management will be a growth endeavor on the part of many individuals (Milwaukee Public Schools, 1987a:ii).

The committee report listed several recommendations, including (1) SBM be initiated in all of the MPS as soon as reasonable, (2) the SBM program start with several volunteer pilot schools, and (3) other schools be added as the implementation of the SBM process was more fully understood. The MPS administration and the board of school directors endorsed the committee's recommendations (Milwaukee Public Schools, 1987a:2).

The Milwaukee Public Schools defined SBM as

a decentralized form of organization and management in which decisions now made by central office administrators and school board members are shared with those who know most about the quality of education students receive--principals, teachers, parents, citizens and students. This form of decentralization attempts to place maximum educational planning, accountability, and management of personnel and resources at the local school level, while retaining certain administrative functions centrally (Milwaukee Public Schools, 1987b:2).

SBM was seen as an effective way to respond to the Milwaukee community's increasing concern about the quality

of education their children receive in the MPS system. As a result of SBM, people outside of the school system would be given a greater voice in local building decisions. The principal and the school staff who are the closest to the students would also have a greater impact in their building's operation.

As a result, SBM was designed to respond to several sources of dissatisfaction within the MPS system. There had been increasing frustration because of the perception of MPS as being a large, unresponsive bureaucracy. Parents and community members felt disappointed with their lack of impact on local schools' decisions.

State Legislator, Annette P. Williams, had called for a new educational task force to study the MPS. In 1988, Williams proposed legislation to establish a separate school system totally independent of MPS. If this were to happen, MPS would have lost millions of dollars of state funds for the approximately 20,000 MPS students that would have been assigned to an independent district. It was defeated by one vote. Wisconsin Governor Thompson had proposed a voucher program for MPS students to allow them to attend alternate non-MPS schools. These actions demonstrated a serious degree of dissatisfaction with the quality of education provided by the MPS (Holt, 1989).

Milwaukee Public Schools Superintendent Peterkin and SBM Coordinator Jackson shared this concern for student

achievement and updated the MPS SBM definition to reflect their recognition of this urban crises (Appendix A). They emphasized that SBM is not an end in itself but a vehicle to the goal of improved achievement, both social and academic, for all students (Milwaukee Public Schools, 1989).

School based management is a participatory leadership style based on shared decision making and shared authority. SBM is a vehicle for improving student achievement. It is not a goal in and of itself. One must give care to the process of SBM and to the content of the decisions that are made.

An independent educational journal, Rethinking Schools (1989:1) published by Milwaukee area classroom teachers and educators, reported the following concern:

Most importantly, people at the grassroots are beginning to formulate both a critique and an alternative vision for the Milwaukee Public Schools, particularly regarding the education of poor and minority children. Parents, teachers, and community leaders are becoming ever more insistent, organized and effective in demanding educational reform and working to make it happen.

Reform was also being demanded in other segments of the community including business.

There was an emerging awareness of the need for management changes in business to respond to these types of problems in the work place. Employees were being given an opportunity to participate in their company's decision making process. A Milwaukee company that had successfully applied participative management to its business is Harley-Davidson. Beals (1987:5), Chairperson of the Board and CEO for Harley-Davidson, was familiar with his company's success

with participative management. He shared his optimistic expectation for SBM in MPS:

As several Milwaukee industrial companies have found, giving employees at all levels decision-making authority and holding them accountable for the results has unleashed a tremendous source of previously untapped energy. The result has been better quality products and service, improved production and greater employee satisfaction. I fully expect that SBM, which is based on the same principle of 'employee involvement,' will afford similar dramatic improvements in the field of education.

The participative management programs in business and industry utilize small groups for decision making, goal setting and problem solving. These groups meet continually as a part of the process of shared governance in their businesses. In the MPS SBM program, this problem solving, decision making group was designated the site based management council (Appendix B).

Along with the opportunity for having a greater impact on policy came the complexities of group decision making. Each pilot school has a site based management council composed of the principal, representative teachers, other staff members, parents, business and community people and where appropriate, students. The SBM council is expected to operate together in a process of systematically empowering building level personnel with the authority to make key decisions in the areas of educational planning, implementation, personnel assignments, and material resource

usage consistent with state statutes, School Board rules, policies and goals, and contractual obligations.

In September of 1987, ten schools volunteered and were selected to be the first MPS buildings involved in SBM. To become accepted as a SBM school, the principal had to volunteer and at least sixty-seven percent of the teachers had to vote to have their building in the program. These schools were identified as Phase One sites. Phase Two schools started in September of 1988 with eight participating. Ten additional schools were included in Phase Three which started in September, 1989. Therefore, by September of the 1989-90 school year, twenty-eight of the 140 MPS schools were involved in SBM. The other 112 schools have not volunteered nor voted to be SBM schools. Therefore they are not SBM schools at this time. Eventually, all MPS will be expected to accept SBM into their buildings.

The gradual phasing of schools was recommended by the Board of School Directors in order that later SBM buildings could learn from the experiences of the earlier SBM programs. An evaluation of the Phase One schools done by Grant and McCarthy (1988:22-23) generated several concerns including the following:

1. Teachers in the ten Phase One SBM schools had difficulty in discerning accurately what the operating parameters of school based management were.
2. In order to better address the first concern, it is suggested that Milwaukee Public Schools develop an educational jargon free pamphlet that will provide a

definition of SBM, its strengths, weaknesses, problems and issues associated with school implementation. This pamphlet should be distributed to all schools in the Milwaukee system.

3. SBM should be extended to other schools; (1) when the teachers and community members have had an opportunity to understand its meaning and implementation impact; (2) when a majority of the teachers and staff decide they are in favor of bringing the program to the school.

4. Greater efforts should be made to include the leadership of the Milwaukee Teachers Education Association in SBM. The union has expressed support for the concept and it is important that the union be involved in its implementation.

5. Central office administrators are perceived at times by school staff members and others at the local level of operation as bureaucratic barriers rather than as facilitators. The hierarchical levels between the central office and each school should be flattened out as much as possible to loosen up the control mechanisms that discourage new instructional approaches. Central office staff members should receive educational literature on SBM and participate in workshops, that are designed to help them clarify their role and responsibilities with schools implementing SBM.

Now that there were twenty-eight schools in SBM, MPS felt the need for overall coordination and appointed a staff member as the District Coordinator. In an interview with the Coordinator (Jackson, 1989), several concerns were expressed as district-wide responsibilities to implement SBM into all of the MPS. Jackson agreed with the Grant/McCarthy evaluation of the pilot schools and had a special concern about central office staff and support personnel. Assistance was needed in adjusting to new roles as facilitators in SBM schools because those roles differ significantly from their traditional management roles.

These support personnel had no training in what SBM is and how important they were to the implementation process. Jackson reported need for insight into the dynamics of the change process, how it affects them, and how to support change in the SBM schools.

Another concern reported by Jackson was the need to expand the role of the Milwaukee Teachers Education Association (MTEA) in the district-wide implementation of SBM. An essential component of SBM is ownership. For the SBM program to be effective, the MTEA must feel a sense of involvement and ownership.

Jackson also expressed the concern that as schools implement SBM, they had discussed solutions that require a waiver of contractual, Board and/or State Department of Public Instruction rules and regulations. Information needed to be gathered to establish a policy for handling waivers and their implementation.

The problem was that the Milwaukee Public School System did not have a comprehensive plan for the implementation of site based management into their schools. The Milwaukee Public School's administration needed a district-wide plan to provide direction to insure an effective and lasting site based management program.

Major Issues and Research Questions

There were major issues that the study addressed related to the implementation of SBM in MPS. These issues included the definition and implementation of school improvement in general and SBM in particular, training of both the school staff and the central administrators, related programs in business, teacher bargaining unit support, waiver policy and the evaluation of the pilot schools.

The Milwaukee Public Schools has twenty-eight buildings in the SBM program. Ten schools began in Phase One (1987-88) and eight joined Phase Two (1988-89). Phase Three (1989-90) added ten more schools in the SBM program for a total of twenty-eight buildings.

The MPS appointed a coordinator of SBM, in June, 1989, to direct the efficient implementation of SBM into all of their schools. Previously, the MPS system's concerns focused on the small number of individual buildings, but in September, 1989, there was concern with the increasing number of SBM schools and the district-wide implications of SBM. The MPS have 140 schools and 96,000 students. The board and the superintendent expect that eventually all MPS schools will be SBM. In such a large system, it is essential that MPS has sufficient information regarding how to most effectively implement SBM.

In order to initiate effective implementation of SBM into the MPS, the following research questions were formulated:

1. How do other school systems define their SBM programs, how do they implement SBM into their school systems and what additional elements should the MPS district-wide program contain as more buildings become SBM?

2. How do other school systems train their staffs to be skilled in SBM strategies? This includes the local school staff and central office administrators and SDA personnel.

3. How does the SBM process in MPS compare to other urban SBM programs and SBM programs described in the literature and what obstacles could MPS avoid? What can be learned from participative management programs in business and industry to assist in the development and implementation of the MPS SBM program?

4. How do other SBM programs obtain waivers from the local or state rules and regulations?

5. What techniques do other SBM programs utilize to generate teacher/staff bargaining unit support?

6. How well did the MPS pilot schools program work and what aspects of that program should be continued, modified or deleted?

These research questions were answered by collecting data in three ways:

1. Reveiw of the literature.
2. Administration of the SBM Interview to the forty-five members of the Council of Great City Schools.
3. Summarizing the SBM Pilot School Study done by Grant, McCarthy and Volpiansky (1989).

Research questions one through five were answered by the review of the literature and the SBM Interview. Research question number six was answered by analyzing the SBM Pilot Schools Study.

Definition of Terms

The following definitions are used in the study:

Central Office and local school culture: "the patterns of practices and attitudes in an organization which are, or seem to be, ingrained or difficult to change" (Vaill, 1973:236-237). Bower (1966:25) has a simple but elegant definition of culture as, "the way we do things around here."

Central Office/Support Staff: Staff designated to central office such as curriculum supervisors and staff assigned to the six Service Delivery Areas (SDA) such as the Instructional Support Team (IST).

Organization development: School improvement includes strategies and techniques from the field of organization development (OD). The classic definition of organization development is presented by Warren Bennis (1969:9) as

A response to change, a complex educational strategy intended to change the beliefs, attitudes, values, and structure of organizations so that they can better adapt to new technologies, markets, and challenges, and the dizzying rate of change itself.

Burke and Schmidt (1979:194) give a slightly different definition of OD:

Using knowledge and techniques from the behavioral sciences, organization development is a process which attempts to increase organizational effectiveness by integrating individual desires for growth and development with organizational goals. Typically, this process is a planned change effort which involves a total system over a period of time, and these change efforts are related to the organization's mission.

School Board Monitoring Committee: A committee of the MPS staff, board members and community representatives who oversee the MPS SBM program.

Service Delivery Area: Six administrative service areas of the MPS resulting from the reorganization of the central office. Each SDA has a community superintendent, an assistant to the community superintendent, and an IST comprised of six former central office staff. Each SDA serves twenty to twenty-five schools and approximately 15,000 to 20,000 students.

Site based management: A form of school district reorganization that makes the individual school the unit where a significant number of decisions about the schooling of children takes place.

Site based management council: A mechanism for the MPS implementation of site based management. The site based

management council follows the democratic model of representative government. Because the school community is so broad, it would be impossible to involve everyone directly. The key concern in forming the site based management council is that all concerned groups are represented.

Limitations of the Study

Since SBM is a process and not a product, it takes some time for the true impact to demonstrate itself on a school system. This needed to be taken into account when evaluating the SBM programs of other school systems and the final MPS program.

A limitation was that the SBM information gathered was from the literature and from telephone interviews. The study design did not incorporate visitations of other SBM programs.

Another complication was when dealing with large school systems, it was sometimes difficult to gather accurate information because of their bureaucratic systems. There were often people with varied, emerging responsibilities and because of poor internal communication they went unnoticed by others in their school system. Members of these bureaucracies often felt the need to answer questions in a way that puts them in a desirable position rather than with accuracy. For example, a secretary answering the phone

would be certain they had an SBM program in their system. After being switched to several different offices, someone who knew what SBM was would say they did not have an SBM program at this time.

School systems also define concepts and improvements according to their policies and guidelines. Therefore they may report that they have a SBM program, but it does not conform to the general definition used in the literature.

Assumptions

It was assumed that the problems facing urban school systems, in general and specifically, Milwaukee were of such a serious nature that the continued existence of these public school systems depends upon their finding some extraordinary ways to respond to the current crises. These solutions would include a restructuring of the Milwaukee Public Schools.

According to Goad (1982), at the heart of the concept of androgogy (as opposed to pedagogy or youth learning) is the assumption that adults want to learn. It is safe to assume that they arrived for training because they desired to learn something (provided, of course that what was offered is what they came to get).

Since the council members were entering a school improvement program (SBM) they had never experienced before, many questions and concerns were present for them.

Therefore, it was assumed that they would see training/workshop experiences as opportunities to increase their SBM knowledge and the skills necessary for SBM.

Chapter 2

REVIEW OF RELATED LITERATURE

This chapter is organized in sections corresponding to the research questions. Research question number one asked, "How do other school systems define their SBM programs, how do they implement SBM into their school systems and what additional elements should the MPS district-wide program contain as more buildings become SBM?" Section headings for this question are: Definition, Description and Implementation of SBM and "additional elements," School Improvement Strategies and Organization Development.

Research question number two asked, "How do other school systems train their staffs to be skilled in SBM strategies? This includes the local school staff and central office administrators and SDA personnel." Section headings for this question are: Training of School Staff, Role and Training of Central Administrators, and Adult Education Methodologies.

Research question number three asked, "How does the SBM process in MPS compare to other urban SBM programs and SBM programs described in the literature and what obstacles could MPS avoid? What can be learned from participative management programs in business and industry to assist in the development and implementation of the MPS SBM program?"

Section heading for this question is: Participative Management.

Research question number four asked, " How do other SBM programs obtain waivers from the local or state rules and regulations?" Section heading for this question is: Waiver Policy.

Research question number five asked, "What techniques do other SBM programs utilize to generate teacher/staff bargaining unit support?" Section heading for this question is: Supportive Research.

Definition, Description and Implementation of SBM

Site based management is a new name for a very old management idea. Simply put, it embodies the concept that decisions should be made at the lowest possible level in organizations, where they can lead to solutions implemented by the people most effected by the decision. Custodial decisions should be made by custodians, and instructional decisions in classrooms by teachers Contemporary SBM also intends that no decisions be made without the input of those affected by them, and that as many constraints as possible be removed to create maximum conditions for problem solving. Removing as many barriers as possible means that solutions can be initiated from the "bottom up" instead of from the "top down." It does not mean, however, that all decisions

must come from the bottom up, or that a decision from the top cannot be good or even legitimate (English, 1989).

Ramsey (1988) thinks of SBM as a process, based on democratic principles, which empowers the local schools with the ability to make decisions regarding their unique needs. These decisions include educational planning, personnel needs, material resources, and special needs. Site based management promotes ownership, commitment, and accountability through the school and community working together to improve the quality of education.

Sweeping the nation's schools is a relatively new management concept empowering principals, teachers, and community members--site based management. According to Burns and Howes (1988:8), the practice of SBM is grounded in the following research principles:

The school is the primary unit of change. A healthy school climate is an important prerequisite for effective improvement. A positive social climate, high trust level, open communications, and a holistic concern for people promote effective improvement efforts. Significant and lasting improvement takes considerable time.

School improvement requires personal and group commitment to new performance norms. In effective schools, teachers and principals believe that all their students can master the basic learning objectives. The role of the school principal is the key to effective improvement.

Collaboration, dialogue, school decision making, and adaptability characterize school improvement. Efforts to change schools have been most effective when they have been focused toward influencing the entire school culture in a risk-free, collegial atmosphere. Change in the total organization is fostered through worker participation in project planning and implementation with strong, active encouragement,

commitment, and acceptance of the results from superiors.

According to Marburger (1985:3), SBM is not a product that is accomplished or finished but a process that evolves.

School based management is a school improvement plan intended to give the school building personnel more control over the decisions that effect the way their schools are run. Unlike other school improvement plans, SBM is a process not a prescription. There are no curricular recommendations or "right" way to implement it because the central theory behind it is the belief that each district and each school within that district is unique.

While the specifics may differ from school to school and district to district, all district SBM programs have three common elements: a management philosophy, an educational strategy, and an organizational structure (Marburger and Hansen, 1989).

English (1989:1) writing for the National Association of Secondary School Principals sees several areas that are definitely within the sphere of SBM:

- School scheduling
- Instructional delivery
- Instructional support
- Curricular alternatives
- Student wellness
- School climate
- Parent/community involvement
- Facility cleanliness and security
- Financial priorities.

The principal is the only one who sees the whole school as it functions on a day-to-day basis. Other personnel may see pieces and parts, but no one else has the vantage point to view the entire school. Any problem requiring the

coordinated work of individual teachers will ultimately depend upon the one who coordinates and integrates those efforts. Whether that person is called headmaster, dean, executive secretary, or principal, he or she must be responsive in shaping and directing the enterprise. A committee cannot be accountable. Individuals can and must be. Principals should not be afraid to open avenues of input and involvement.

Financial priorities are very important. Site based management is greatly facilitated if the school system budget permits the tracking of program dollars by schools. Local customizing takes money. Principals held to a rigid line-item budget will have difficulty finding funds to support local decisions. Even if the system budget will not provide a detailed breakdown, the principal can still create a customized approach within the traditional process. A "crosswalk" or "hybrid" budget can take the allocated dollars and relate them differently. As long as the total budget is not increased and can be reconciled within the central system's format, principals should be free to develop better categories and tracking procedures to support local efforts (English, 1989).

Public education has been experiencing tremendous pressure from all sides. Criticism of American public schools has generated demands that educators stand accountable for providing students with an education that

is commensurate with the human and material resources being expended on schools. Students, teachers, and community members, previously underrepresented in educational policy decision making, have been voicing their determination to exercise greater influence and control over decisions which affect their lives.

According to Caruso (1983), the key to collaboration has been the concept of parity. Parity in educational policy decision making enables students, teachers, school administrators, parents, and community members to come together on a "par" to design, conduct, or evaluate educational programs. The concept of parity, its roots in the idea of equality, is a concept recognizing individuality and is based on the notion of individual differences. Members of a collaborative come to the table with great natural and social inequalities. It is the recognition, application, exchange, and conversion of these inequalities into sources of energy for change that enables a state of parity to exist. This is the ultimate goal for SBM councils with their unique representatives from a number of different constituencies.

According to Cawelti (1989:46), Executive Director, Association for Supervision and Curriculum, when making the shift from traditional management to SBM, districts should

1. Build strong alliances with the teachers' union.
2. Create direct communication links between school staff and top leader.

3. Provide a clear process for seeking waivers from local or state regulations that restrict the flexibility of local staffs.
4. Promote creation of new roles in schools and central office.
5. Reduce the size of central office.
6. Promote the role of central office as facilitator and coordinator of school change.

The transition from the status quo to SBM is not an easy one. According to Parker (1979:20), educators have varied perceptions of SBM:

It has been touted as the salvation of public education; still, many school boards are scared of it. Some superintendents are wary of it. Principals are hesitant about it, and teachers aren't so sure about it, either. The truth: Most people don't understand it.

It is essential that the central administration and the board continually and clearly explain their vision of SBM in MPS and their commitment to its being successful throughout the system.

School Improvement Strategies and Organization Development

School improvement is the desired outcome from SBM. Schools are empowered to make decisions regarding their unique needs concerning educational planning, personnel, materials, and special program needs. Site based management helps to balance the decision-making accountability between the school and the district. The content, the "what" is set at the district level; strategies, processes, "how" the instructional program will be delivered, is determined at the school level. Within established guidelines and

parameters, the school has the flexibility to plan and implement the educational program (Ramsey, 1988).

According to Ramsey (1988:74), there exists a set of common characteristics that are evident in a SBM school's success. They are as follows:

1. Planning for improvement is a continuing process.
2. Planners begin with a long term view based on their vision of excellence, not with only a single problem.
3. There is no one vision of excellence. Each principal, each school must develop an individual vision of excellence based on exposure to many views.
4. Basic to the improvement planning process is the establishment of a planning group that represents all who will be involved in making the improvements.
5. The plan of action developed by the planning team should specify clear objectives for improvement activities, anticipated costs, personnel responsible for carrying out each activity, evaluator, and how and when each activity will be evaluated.
6. Effective school improvement plans should be flexible enough to change as obstacles arise.

Significant and lasting improvement takes considerable time according to Schmuck and Miles (1971). School improvement also requires personal and group commitment to new performance norms. Planned change comes from a desire to behave differently. Such a desire is more likely when educators have cooperatively developed a commitment to shared visions for improvement (Sarason, 1971).

Site based management is most effective when educators heed the foundations of research:

. . . efforts to change schools have been productive and most enduring when directed toward influencing the entire school culture via a strategy involving collaborative planning, shared decision making and collegial work in an atmosphere friendly to experimentation and evaluation (McLaughlin, 1978:44).

Effective school improvement requires collaboration and a willingness to adapt and modify plans through collective decision making. Collaboration, dialogue, shared decision making, and adaptability all characterize successful school improvement (Goodlad, 1975).

According to Saphier and King (1985:68), school improvement emerges from the confluence of four elements: the strengthening of teachers' skills, the systematic renovation of curriculum, the improvement of the organization, and the involvement of parents and citizens in responsible school-community partnerships. They elaborate on the importance of culture to any lasting improvements:

Underlying all four strands, however, is a school culture that either energizes or undermines them. Essentially, the culture of the school is the foundation for the school's improvement. In short, good seeds will not grow in weak cultures.

A healthy school climate is an important prerequisite for effective improvement in an SBM school. Positive social climate, trust, open communication, and a holistic concern for people all promote effective improvement efforts (Goodlad, 1975). Saphier and King (1985) suggest that "core norms" are what give shape and direction to a school's culture. Core norms are the values for which a school stands. They maintain that if the core values are the fuel in a school, then school culture is the engine.

Saphier and King (1985:67) list twelve norms of school culture:

1. Collegiality
2. Experimentation
3. High expectations
4. Trust and confidence
5. Tangible support
6. Reaching out to the knowledge bases
7. Appreciation and recognition
8. Caring, celebration, and humor
9. Involvement in decision making
10. Protection of what's important
11. Traditions
12. Honest, open communication

They maintain that these cultural norms can be supported where they exist, and built where they do not exist, by leaders and staff. The degree to which these norms are strong makes a huge difference in the ability of school improvement activities to have a lasting, or even any, effect. They make the following suggestion:

Building these norms depends equally on teachers' will and commitments since good leadership alone cannot make them strong; but without such leadership, culture cannot begin to grow or be expected to endure.

Wherever these norms exist, they reside in teachers' and administrators' beliefs and show up in their actions (Saphier and King, 1985:68).

The first three norms that Saphier and King offer seem to have complicated and dependent relationships with one another. For example, Little (1981) shows that high expectations in a school go hand in hand with collegiality and experimentation. Collegiality is an expectation that is explicitly stated by the leader, recognized when it happens, and sanctioned when it does not.

The sixth cultural norm, reaching out to the knowledge base is particularly appropriate for a staff engaging in SBM for the first time. Saphier and King (1985:69) assert as follows:

There are generic knowledge bases about teaching skills and how students learn, about teaching methods in particular areas, about young people's cognitive and affective development and about each of the academic disciplines. These knowledge bases are practical, accessible, and very large. Teachers and supervisors are continually reaching out to them to improve their teaching and supervision.

There are two important features to this norm. The first is its aggressively curious nature. There is always more to learn and teachers can respond to that understanding with energy and reach out beyond their classes or their school building through many kinds of sharing. The second feature is discussed below:

The erroneous belief that there is no knowledge base about teaching, limits any vision of teacher improvement. It is also isolating because in the absence of knowledge, good teaching must be intuitive. If "goodness" is inborn and intuitive, then having problems is a sign of inadequacy or too little of the "right stuff." This syndrome discourages talking about one's teaching, especially one's problems. Furthermore, if good teaching is intuitive and there's no knowledge base, what's the good of working on improvement (Saphier and King, 1985:69)?

Sergiovanni (1984) describes five leadership forces that make a difference in building good SBM schools: Technical, Human, Educational, Symbolic, and Cultural. The cultural force refers to the twelve cultural norms mentioned above.

Teachers and leaders need to make use of all of these forces. Saphier and King (1985:72) contend that

Cultures are built through the everyday business of school life. It is the way business is handled that *both forms and reflects the culture*. Leaders with culture-building on their minds bring an ever-present awareness of these cultural norms to their daily interactions, decisions, and plans, thus shaping the way events take place. Because of this dynamic, culture-building occurs simultaneously through the way school people use their educational, human, and technical skills in handling daily events or establishing regular practices.

Purkey and Smith (1982:68) concur regarding the importance of an institution's culture in its becoming a more effective SBM school:

We have argued that an academically effective school is distinguished by its culture: a structure, process, and climate of values and norms that channel staff and students in the direction of successful teaching and learning. The logic of the cultural model is such that it points to increasing the organizational effectiveness of a school building and is neither grade-level nor curriculum specific.

The symbolism of a school and its staff has a great bearing on SBM implementation. Deal (1985:601) defines symbolism as follows:

...language and ideas that describe a spiritual and moral essence of schools, to the idea that objects or activities often have implicit meaning and serve important hidden purposes, and to an awareness that schools do far more than produce learning.

The symbolism of a school and its staff are part of its culture and a primary factor in SBM programs. Deal talks about shared values and beliefs, heroes and heroines, rituals, ceremony, stories, and an informal network of

cultural players. He notes that the idea of culture has not become as popular yet in education as it has in business. Schools continue to emphasize climate or effective schools' characteristics as guiding concepts rather than the overall culture. Deal (1985:608) comments in this respect:

This is ironic because the momentum for studying culture was stimulated in part, by research in public schools. Culture and symbols have played--and will continue to play--a major role in school performance--both actual and perceived.

There are two empirical sources linking culture to performance in schools (Deal, 1985): school climate studies and the influence of subcultures on performance. McDill and Rigsby (1973) document some interesting linkages between school climate, student achievement and student educational aspirations. Although the conceptual match between climate, ethos, or culture has not been precisely specified, it is clear that something intangible about a school--style, tone or social atmosphere--is related somehow to student performance.

Subcultures can refer to students, teachers, administrators, neighbors, community and other sources. Deal (1985:611) makes the following observation:

The values, rituals, language and beliefs of the teacher's subculture are also well documented in the literature. For example, norms--or informal rules--of autonomy and equality dictate how teachers relate to one another and undermine efforts to introduce innovations such as open space architecture, team teaching, or performance-based salary plans. The teaching subculture can directly influence teacher

expectations or the amount of time teachers spend on instruction and thus can also influence student performance and achievement.

Teacher subculture relates to SBM through the perceptions of staff regarding the messages of empowering, welcoming and inviting/disinviting. Also important are the teacher's beliefs and various expectations about students, colleagues and the solvability of problems.

To impact on a school's and staff's culture there must be a clear idea of the characteristics of a strong organizational culture. Deal's (1985:612) list of these characteristics is the following:

1. Strong culture with shared values and a consensus on "how we do things around here."
2. Importance of principal as hero or heroine who embodies core values or who anoints other heroic figures.
3. Widely shared beliefs reflected in distinctive practices or rituals.
4. Employees as situational heroes or heroines who represent core values.
5. Potent rituals to celebrate and transform core values
6. Balance between innovation and tradition, autonomy and authority.
7. Widespread participation in cultural rituals.

A SBM program needs to consider these facets of an organization. These characteristics are also expressions of values about students and their potential to succeed.

Deal suggests (1985) that the pathway to educational effectiveness is inside each school. It exists in the traditions and symbols that make a school special to students, teachers, administrators, parents and the

community. Policymakers can lay the groundwork, but the people in each school will dictate through words and deeds what happens next. Deal (1985:617) has various suggestions to change or renew a school or staff culture:

1. Explore a school's history
2. Anoint and celebrate heroes and heroines
3. Review a school's rituals
4. Use ceremony effectively
5. Tell good stories
6. Strengthen rather than resist the cultural network

Parish et al. (1989:393) discuss the importance of organizational culture and leadership in our urban SBM schools:

It is the culture--the conditions, relationships, norms, and structures--of urban schooling that must be changed if we are to achieve real success in educating all our children. Creating new organizational cultures takes a particular type of leadership and vision, one that adopts a set of outward looking priorities, one that is participative rather than authoritarian, and one that maintains continuity over time. Such leadership must create its own legends, myths, and heroes in the schools.

As McCambridge (1989:1) states, "Managers are appointed by the other managers--leaders are appointed by the followers." These leaders dare to dream, they formulate plans, communicate the plans to their employees, seek out their assistance and talents to achieve and demonstrate the positive personal relations with their employees. Site based management programs need to emphasize a sense of vision and develop a mission that the total SBM council endorses.

According to Goodlad (1975), the principal's role is the key to effective improvement. The principal is the person traditionally responsible for the effectiveness of the school. He or she motivates and rewards staff, presents an image to the community. The principal's active leadership is critical for school improvement.

School climate has historically been a pivotal area of principal influence. Climate is enhanced when staff members, students, and parents become involved in shaping aspects of their own environment. Effective schools involve parents in more ways than making cupcakes for the annual bake sale. Meaningful parental involvement creates local ownership and strong support for the school and its mission. Site-based management can broaden the useful scope of parent and community involvement (English, 1989).

Improving a school's climate and examining current behavior patterns is both a philosophy and a strategy of the field of organization development (OD). Frame, Hess, and Nielsen (1982:1) define OD in the following way:

Many of the more noted writers in the field have stressed collaboration as the main characteristic of successful OD efforts and have tended to define it as 'involvement,' 'power sharing,' 'participation,' and so forth. To some, OD is not in effect unless participation is visible. In fact, another common assumption about this characteristic is that the more democratic and participative the system, the more effective the OD activity.

Organization development is viewed as a highly respected strategy for effecting a positive change in a school's

climate. Individual activities are seen as proactive steps that are taken to alleviate anxiety regarding impending changes. The practitioner is thought of as a sensitive change agent whose responsibility is to help the manager (principal) to unfreeze communications. The manager (principal) is acutely aware of potential resistance to the change from the traditional management system to SBM and perceives a strong linkage between this resistance and the OD process (Frame, Hess, and Nielser, 1982).

Pfeiffer and Jones (1978) discussed several factors that are necessary for a training program to be successful in dealing with the change process. An intriguing parallel seems to exist between the concept of organization development "readiness" and the developmental trait of "reading readiness." Once an individual child is ready to read, it is somewhat immaterial which teaching method is used. Conversely, when a child is not ready to learn to read, all strategies are relatively unsuccessful in teaching that child how to read. In an analogous way, once an organizational system has the necessary prerequisites, change is likely to take place regardless of which methodology is applied. Conversely, the most sophisticated techniques employed by the most competent and experienced consultants and managers are doomed to failure when the organization itself is unready to undertake a project of planned change.

Pfeiffer and Jones (1978) presented several indicators to determine OD readiness for change (Appendix C). There were two of the indicators that seem especially appropriate for an urban school system such as MPS which is changing from traditional management to SBM. These two indicators were OD history and the organization's culture. According to Pfeiffer and Jones, (1978:220), if an organizations (school's) OD history has been seen as "imposed from outside, unsuccessful, and impractical" then any new OD effort may be subjected to low expectations and limited effectiveness.

The aspect of culture that is most important in predicting OD readiness is the organization's responsiveness to change. According to Pfeiffer and Jones (1978:222),

Very frequently, the other indicators of OD readiness are positive, but commitment to the status quo in the organization may be very strong. The culture of the organization may present such a formidable block that it is virtually impossible to discuss the changes necessary for carrying out a successful OD program. Bureaucratic, heavily unionized, and ritualistic organizations are likely to be closed, nontrusting systems that do not invest heavily in efficiency and effectiveness.

Sirotnik and Clark (1988:661) explained why so many school innovations were not successful and why OD training is necessary for SBM to be effective.

The traditional model of school improvement pits experts against practitioners and suggests that knowledge comes from experts and is to be handed to practitioners. Educators in the schools are seen not as professionals who can reflect on ways in which they might best do their work, but as workers deficient in one or more skills and in need of retraining. Schools are viewed

as places in need of repair rather than as imperfect institutions that are continually growing and changing. They are looked upon as 'objects to be changed,' not as 'centers of change.'

For SBM to be effective, the organizational culture must be one where the staff see themselves as the center of their own change process.

Training of School Staff

There is no doubt that staff development and successful innovation or improvement are intimately related. However, even in the narrow sense of successful implementation of a single innovation, people have underestimated what it takes to accomplish this close interrelationship more fundamentally (Fullan, 1990). Effective staff development responds to how adults learn. Effective staff development minimizes threat, provides opportunity for practice and feedback, allows participants to share control of the learning experience, is experiential, and often occurs in teams (Joyce and Showers, 1980).

Staff development is conceived broadly to include any activity or process intended to improve skills, attitudes, understandings, or performance in present or future roles (Fullan, 1990). Despite the fact that we know a great deal about what effective staff development looks like, it is still not well practiced. There are at least two major and often mutually reinforcing reasons for this.

One is technical, it takes a great deal of wisdom, skill, and persistence to design and carry out successful staff development activities. The other is political. Staff development is a big business, as much related to power, bureaucratic positioning, and territoriality as it is to helping teachers and students (Paris, 1989:5).

Putting staff development in an innovation perspective will help in sorting out where and how to put our energies into approaches that will have both specific and lasting effects. There are three different innovation perspectives. The first is "staff development as a strategy for implementation," and second is "staff development as an innovation" in its own right. "Staff development as institutional development" is the third and more fundamental perspective. The first two perspectives are useful for certain limited purposes but only the third approach promises to make continuous staff development and improvement a way of life in school which is essential for SBM to succeed (Fullan, 1990:4).

A Staff development SBM implementation program in a school deals with institutional change. Robinson (1979) offers some general observations that are important in this process (Appendix D). In such an inservice program, helping the staff arrive at some group decisions and some consensus points is important to their later participation in SBM council meetings. Robinson (1979) describes an excellent decision-making process called Nominal Group Process which would be especially effectively when employed in a SBM

advisory council meeting. This technique precludes some of the pitfalls of most brainstorming strategies (Appendix F).

The physical environment is very important in training because of the impact it has on the participants. When participants enter a meeting room their first impression should be feelings of warmth, brightness, carefulness, and difference. They should feel that the room is a special place. It should not appear austere or make do. Certain features will help promote those positive feelings: special comfortable chairs, warm bright lighting, cheerful colorful wallcoverings, adequate spacing between chairs, and ample distance between tables and the walls (Finkel, 1989).

The process of motivation is important to consider in staff development because lack of motivation equals lack of learning. Wlodkowski (1986:47) defines motivation:

- Motivation is a process that can
1. Arouse and instigate behavior.
 2. Give direction and purpose to behavior.
 3. Continue to allow behavior to persist.
 4. Lead to choosing or preferring a particular behavior.

The questions are how to get the participant's attention and how do to keep them interested and involved? What should you do when, during the learning process?

To gain predictability and control, humans seek to understand why things happen. If people can find out why they were successful, they may be able to repeat that success behavior. More importantly, perhaps, when people

determine what caused their failure, they may avoid it in the future (Weiner, 1980). Arising from social psychology, attribution theory is concerned with our constant search for the causes of successes and failures. Hunter and Barker, (1987:50) tersely elucidate this theory and its implications for teachers and students:

Our perceptions of causality rather than reality are crucial because they influence self-concept, expectations for future situations, feelings of potency, and subsequent motivation to put forth effort. While other factors may affect a person's intent to put forth effort, perceptions of causality constitute an important stimulant to motivation.

In our culture we attribute success and failure to four factors: native ability, effort, task difficulty and luck (Frieze, 1976). Native ability and effort have been found to be the most dominant factors (Weiner, 1980).

There are many implications in attribution theory for staff development. For example, persons will be better learners if they believe that success depends on effort more than on luck or ability. If someone invalidly attributes success mostly to native ability or luck, he/she will lessen his/her self-esteem as a learner. Again if something is due mostly to native ability, there is no need to work hard. When success is beyond a person's control, they are not well motivated to make a major effort in learning. Hunter and Barker (1987:53) contend as follows:

While much of attribution theory is common sense, educators should stay alert to its far-reaching implications for improving student learning. Indeed, the implication carries directly into principal-teacher

and superintendent-principal interactions. For example, when a principal says "Your teaching makes that class look easy," the message is very different from the one we hear in "You're lucky to have such an easy class." Expending effort enhances everyone's chances for excellence in performance, and feeling in charge is essential to a healthy self-concept. We must down play ability as the asset of ultimate worth and emphasize effort as the controllable variable with the highest probability of producing success. Students, teachers and administrators must not be allowed to plateau with acceptable current performance but should expend effort to make "good better and better best."

At SBM schools, staff must believe that effort expended will result in successful resolutions of their problem situations.

One of the most important components in an SBM staff development program is to provide some ongoing techniques to assist staff and teachers in using the SBM skills they have learned. Current research suggest that one of the most powerful techniques here is peer coaching. Peer Coaching is teachers helping teachers to apply their skills effectively in a non-evaluative setting. Showers (1985:45) describes coaching in the following way:

. . . the missing link in staff development. Coaching develops the shared language and set of common understandings necessary for the collegial study of new knowledge and skills.

The elements of coaching (Showers, 1985:46) are as follows:

Study of the theoretical basis or rationale for the new skill.
 Observations of demonstrations by persons who are relatively expert in the model.
 Practice and feedback in protected conditions.
 Teachers coaching one another.

Joyce and Showers (1988) graphically demonstrate the power of coaching as a training step over other training steps (theory, demonstration and practice/feedback) in results for on-the-job application (Appendix F). When teachers see the practical benefits of peer coaching, they will act as follows (Joyce and Showers, 1988:24):

- Generally practice new strategies more frequently and develop greater skill.
- Use the new strategies more appropriately.
- Exhibit greater long-term retention about and skill with strategies in which they have been coached.
- Are more likely to teach new strategies to their students.
- Exhibit clearer understanding of the purposes and uses of the new strategies.

Strother (1989:824) offers that coaching "is a collaborative process; teachers can learn new ideas while giving and receiving emotional support." Peer coaching emphasizes the notion of equals (peers) inquiring together about teaching and learning rather than an expert "fixing" a colleagues's problem. In coaching both parties gain from the process. The peer coaching process will be valuable for SBM council members to teach each other the necessary communication and problem solving skills required for an effective SBM program.

The understanding of leadership skills and group process is essential to the effective implementation of SBM. Most of the business of the SBM council (planning, evaluating, deciding, sharing) is done in group meetings. The SBM council meets in committees, subcommittees, and with the

complete school staff. Therefore, it is necessary to consult the human resources literature regarding communication and group process. Marburger (1985:55) emphasizes the critical nature of such training:

Learning about how groups function and about your own behavior as a group member can facilitate the workings of a group and make meetings more effective. We strongly recommend such training and do not introduce school based management to a school district without training the council members.

Francis and Young (1979:6) in their studies defined a team in the following way:

An energetic group of people who are committed to achieving common objectives, who work well together and enjoy doing so, and who produce high quality results. The team consists of individuals who relate directly together to get things done.

In other words, teams are able to produce outstanding results and succeed despite difficulties. The SBM team members must feel responsible for the output of their team and act to remove difficulties standing in their way.

Role and Training of Central Administrators

Ramsey (1988) sees a balance between the functions of the local school and the central office. Neither SBM nor centralized management is absolute. Many school based functions depend on the centralization of others, and vice versa. It is not the intention of a SBM system to make a school center a totally independent unit with complete autonomy. Each school center is a part of the total

district and, as such, must work in cooperation with all the other parts if the whole system is to function effectively.

School District Number Twelve in Adams County, Colorado has had SBM for three years. Important lessons have been learned from their mistakes which they are willing to share. One area that they would approach differently is the role of their central office staff:

When a district shifts from centralized management to SBM, the roles of central office staff change from those of decision makers to support personnel. But we failed to stipulate how this change would affect central office staff--and to support and model the new role expectations. Consequently, school personnel became responsible for making their own decisions, but central office personnel operated as they always had (Harrison, Killion, Mitchell, 1989:56).

Results of several studies suggest that SBM may open lines of communication between central office officials and site participants, usually principals. Research also indicates that SBM in some settings may prompt district officials and school principals to modify their roles. For example, district officials may become more facilitative than directive and principals may consult more with teachers and parents (Sheive, 1985).

In describing the role of central office and school board, the terms "enabler" and "facilitator" were often preferred in SBM. Other roles that central office and the Board would maintain include the following. to monitor equity, hold schools accountable for student performance,

and enable them to smoothly fulfill their responsibilities. The district must also coordinate rules and regulations that are properly district wide such as funding formulas, busing, food service, and some aspects of curriculum (Liebert, 1989).

The shift in management responsibility in SBM from the district to the school requires everyone to change roles, routines, and relationships. Research on school improvement and organizational change is strong on this point; such change does not happen without leadership and support from the top (Smith and Purkey, 1985).

Studies of successful SBM practices reach the same conclusion:

Successful practices have less to do with management details such as, size of budget, type of decision-making body, amount of control over staffing or curriculum and more to do with the leadership and culture of the district and the moral and material support central office offers school staff (David, 1989:25).

Site based management demands changes for all school system staff involved in the implementation process. This is especially true for central office staff and the SDA personnel. Therefore, knowledge about the process of how change happens is essential to assimilate in order to help the central office staff and the SDA personnel make the adjustment to SBM.

All too often when school system staff development personnel encounter resistance to change, they "explain" it

by quoting the cliché that "people resist change" and never look further. It does not follow therefore, that SBM implementors must "force" the change down the throats of resistant staff. According to Lawrence (1988:36), people do not resist change as such and most of the resistance which does occur is unnecessary:

The key to the problem is to understand the true nature of resistance. Actually, what employees resist is usually not technical change but social change--the change in their human relationships that generally accompanies technical change.

Resistance is usually created because of certain blind spots and attitudes which staff specialists have as a result of their preoccupation with the technical aspects of new ideas.

Management can take concrete steps to deal constructively with these staff attitudes. The steps include emphasizing new standards of performance for staff specialists and encouraging them to think in different ways, as well as making use of the fact that signs of resistance can serve as a practical warning signal in directing and timing technological changes.

Lawrence also recommends that as much attention be paid to the staff's feelings about the change as to the mechanics of the change itself.

Karp (1988:144) recommends two basic assumptions to develop a positive approach to dealing creatively with resistance to change:

1. Resistance exists. People will always resist, knowingly or not, those things that they perceive as not in their best self-interest.
2. Resistance needs to be honored. It must be dealt with in a respectful manner.

Educational research indicates that school centers appear to be the largest educational units in which meaningful change can be brought about. Research also

indicates that school principals appear to be the key agents for effecting change in a school. These two research indicators support the modern management philosophy of SBM which is related to decision-making and to effectively organizing to bring about desired results in a diverse and rapidly changing society (Shomer, 1987).

According to Shomer (1987:26), "Change will occur. The option we have is whether to intentionally plan for change or to react to change as it occurs." The utilization of SBM indicates a choice to plan rather than react to inevitable change ever occurring in an urban school system. In urban schools, administrators and staff will either learn to be masters of change or they will continue to be the victims of tremendous societal changes. By reacting instead of planning, they never really improve their school system. Ramsey (1988) states that all schools must be involved in the "becoming" business. Schools never remain status quo. They either are becoming more effective or less effective but never remaining the same. The central office and SDA administrators are key contributors to this "becoming" process.

Adult Education Methodologies

Bellman and Kelly (1986) have described adult education workshops as providing training in three areas: knowledge,

attitudes and skills. Training workshops for the SBM councils need to focus on all three of these areas.

The effectiveness of any inservice program for SBM council members is ongoing, beyond the duration of the workshop. Walling (1984:xii) reports how school staff become discouraged by ineffective staff development programs:

Experience has shown that aimless and ineffective groups do more than simply fail to accomplish meaningful goals. They also breed frustration, lower staff morale, and reduce feelings of job satisfaction among group participants. Moreover, unsatisfactory group experiences set a negative tone for the future and make it harder to achieve success in later groups.

Zemke and Zemke (1988) reported from their research that adults are self directed learners. They seek learning experiences to cope with specific life events, especially when change and/or stress are involved. Eighty to ninety percent of the time adults approach their learning to gain knowledge or a needed skill. Progressive teachers recognize that SBM will help them respond to the challenges of urban education and will want to learn the necessary skills to effectively implement the program into their schools.

The incentive of professional advancement for classroom teachers remaining in the classroom is well supported in the literature. This strategy is especially effective as a reinforcement to reduce teacher's resistance to change. As Zemke discussed, incentives are an effective technique to reinforce change.

The instinct to preserve traditional forms of hierarchy and bureaucracy is understandable, but it's worth suppressing when the goal is superior service. Managers are only free to lead when they are able to free their employees to think and act, to understand and do something about the problems encountered in day-to-day business. Nothing signals the sincerity of that message like an incentive for exceptional service (Zemke, 1988:50).

Fitzgerald and Murphy (1982) recommend a series of check lists as useful in determining an organization's chances for successfully implementing a participative management program. They emphasized how important careful planning and preparation are for effective implementation of a participative management program especially if the staff demonstrates some resistance to the program. One of the instruments measures an organization's receptivity to change based on three levels of operation: maintenance, synergy, and environment. The synergistic level seems to be most closely related to the application of SBM.

The section entitled 'Synergistic Level' measures the condition that exists when people have found ways to work in harmony. By contributing their ideas and abilities to a common pool, they achieve a greater result than can be expected from each individual working alone. It is the authors' experience that positive organizational attitudes and synergistic teamwork lead to change (Fitzgerald and Murphy, 1982:30).

Zenger (1985) reports that to be truly effective in an organization the leader (principal), must move away from "management" which people experience as control. Instead, the "boss" must move toward "leadership" in which people feel inspired, and motivated toward a vision. The staff

must move from a feeling of being controlled to a feeling of commitment to ideals and mutual cooperation.

Gordon (1989:25) mentions that an organizations most important resources are its human resources. He emphasizes the importance of continually training your staff. According to Gordon,

Tomorrow's illiterate will not be the man who cannot read: he will be the man who has not learned how to learn. Due to the exhilarating pace of change and the competitive demands of a global economy, life long learning has become a new imperative for an individual and corporate survival.

Perhaps by now it's unnecessary even condescending to stop and explain that 'change' is permitted to serve as a noun in that sentence (as a thing) because it is understood to denote the whole kit and caboodle of technicological, social, political and economic changes that are reshaping our economy, our world, our lives. When preceded by a phrase 'exhilarating pace of,' change is further understood to refer to a whirlwind series of shattering upheavals precedent in human history. Change from the industrial age to the information age. Change in the sense of Alvin Tofler spoke of it in Future Shock and the Third Wave.

Gordon makes the point that continuous education is the engine that pulls the train of continuous improvement. He discusses the approach taken by the Corning Glassware company to continue to be competitive. Corning set a goal in 1986: by 1991, 5 percent of all hours spent at work by all Corning employees (collectively) will be spent in training. The company average now is about 3.5 percent. Prior to 1983 it was less than 1 percent.

Burns and Howes (1988) recommend specific types of training for an SBM program. Basic training focused upon

skill-building activities and understanding of group dynamics. Topics and skill areas included selecting a team, gathering information and conducting a school climate assessment, sorting information for goal setting, and developing implementation and evaluation plans. Team-building activities were also an integral part of the training sessions.

Gordon (1989:27) shares how the Corning Glassware Company increased their problem solving effectiveness by recognizing the importance of training. Less than a year into a massive training effort, Corning decided it was not enough. "We realize we are only giving them information about what we wanted them to do. We were just doing awareness training." The entire corporation had been broken down into a hundred and fifty quality improvement teams, each responsible for making continuous improvements in its area. But while Corning had organized people into problem solving teams, "we had not equipped them with problem solving skills or meeting skills." That line of thought led to phase two of the training effort: mandatory, company wide courses in problem solving and decision making, communication, group dynamics, and statistics (for a statistical process control).

The changes in organization structure keep evolving, as do the demands on the workers. Employees may serve on permanent teams, similar to quality circles, as well as corrective action teams (CATs) that form to attack a

specific problem, and dissolve once the problem is solved (Cordon, 1989:28).

Gordon (1989:29) elaborates that the point of it is to get every last person in the corporation thinking, and thinking effectively, about how Corning can get better at doing everything it does. Last year, Corning received 17,000 suggestions from its teams, and acted on 8,500 of them. Workers are asked to take on more responsibility, to understand in greater depth the processes by which the company operates, so that they can figure out ways to improve those processes. "We have asked people to learn things we couldn't have imagined asking from them five years ago. We have unleashed talents and abilities we never tapped into before." Today, average workers must expect as a matter of routine that they will be called into a meeting where their ideas will be solicited. A worker may even be asked to lead a team charged with improving some process. These workers are thinking, and doing "participation."

Therefore, problem solving and creativity training are increasingly important topics to address in SBM training. It is evident that business, industry and education have recognized the value of creative thinking. There has been a proliferation of cassettes, books and journal articles published regarding this topic. A survey of a Chicago bookstore revealed over 20 books on the subject. During the past year major national magazines including Newsweek,

Business Week, Psychology Today, Money and Success have written cover stories on the importance of creativity. The most impressive evidence that creativity training has come of age can be seen in the latest industry survey by Training Magazine. It reports that 25.6 percent of all organizations with 100 or more employees are now offering "creativity" training. This figure is up from below 4 percent for 1985 and represents a phenomenal 540 percent increase (Ziemann, 1990).

Lee (1989) cautions trainers to be aware of the participants attitudes, perceptions and "mind set" as well as the content to be taught. Trainers need to be careful of becoming so enthralled with content task analysis that they miss "perspective analysis," a form of needs analysis that focuses on changing the way individuals think about their jobs. Genuine performance involvement requires more than just skill training. It requires a certain mental "take" on the job. The way people think about their work is every bit as important as skill. The trainer must think about the way people think to do a responsible training job. These Adult Education methodologies are essential to the critical area of training for a lasting impact.

Participative Management

Site based management is consistent with trends in modern business management that emphasize the advantages of

maximum delegation of decision-making to the operational level within a centrally coordinated framework (Peters and Waterman, 1982). It also builds on the widely documented finding that effective schools are characterized by active staff involvement in school improvement efforts, involvement that fosters commitment and sense of ownership.

Participative management is glibly discussed these days in magazines and books, but it is not a theoretical position to be adopted only after studying a few journals. It arises out of the heart and out of a personal philosophy about people. It cannot be added to a corporate policy manual as though it were one more managerial tool. The people involved must have a sense of vision and a mission that guides them. Everyone has the right and the duty to influence decision making and to understand the results. Participative management guarantees that decisions will not be arbitrary, secret, or closed to questioning (DePree, 1989).

Quality Circles (QC) is a participative management process used in business. It has had a dramatic effect on productivity in Japanese industry. Aquila (1983) suggests that QC and other Japanese management techniques can be successfully applied to American schools. Some of his ideas are appropriate and cogent for this MARP. He thinks teacher's unions would be supportive of the QC process because of the need for increased teacher input.

Research on school climate has established that there is improved organizational climate and student performance when employees are involved in decisions affecting their work. Moreover the QC model has the potential for responsibility-shifting to include teachers. The problem oriented focus of QC with its constant cycle of problem identification and creative problem solving can improve the general climate of a school. Aquila (1983:182) maintains as follows:

With Quality Circles it is mandatory that staff take personal responsibility for the success and failure of the school mission. This personal assumption of responsibility for improving quality and productivity may be the greatest benefit of the Quality Circle process in American education.

The conceptual underpinning of QC is that the people closest to the product are most likely to develop creative solutions which will improve the quality of the service or product-- a fundamental application of job effectiveness research in the organizational and behavioral sciences.

A staff development program can benefit tremendously from ongoing teamwork. The QC approach provides for school staff to fulfill their goals by working together through structured interactions. This approach can result in more ownership, teamwork, enthusiasm, and professional growth in the school as it has in Japanese business and more recently, American industry.

Waiver Policy

Occasionally, a SBM committee will develop a plan of action that is contrary to a school board or district rule. When this happens there needs to be a way for the SBM committee to pursue their plan.

Site based management plans differ on the dimension of discretion. In some instances, compliance with existing rules is expected. In other instances, districts occasionally suspend specific school board and State Department of Public Instruction regulations or contractual requirements. In other settings, waivers can be requested on a case by case basis or requirements can be exchanged for school developed accountability models. In all instances, districts "retain the right to inspect results," often through assessments and student achievement information. In several settings, SBM councils' plans are coupled with "consumer accountability." An example is open enrollment options (Johnson, 1988). The waiver process needs to be studied and creative solutions need to be developed when a rule or policy stands in the way of an innovation.

SUPPORTIVE RESEARCH

The implementation of SBM is increasing throughout the nation. This is especially true among school executives who are familiar with the findings of the effective schools research. According to Stover (1989:19),

although educators have been paying lip service to the school based management notion for years, now a number of school systems are putting their money where the principal's office is.

Site based management is being heralded in some quarters as a new approach to resolving problems in school and districts bogged down with inertia, tedium and paperwork. Some reformers, legislators, policymakers, and professors have become disenchanted with the use of administrative power in schools. They are convinced that those with power have not used it properly, or that current school outcomes (i.e., mediocre test scores) have been caused by faulty use of administrative power. The solution is to pass the power around (DePree, 1989).

Several authors mention their support for the concept of SBM, especially in urban education. Bernard Weiss, (1988:24) Superintendent of Schools, Baton Rouge, summarizes the feelings of progressive school systems in responding to the serious need for SBM in urban education:

. . . the traditional centralized control of a school district is 'an anachronism.'

One can't presume to oversee the operations of a hundred schools and do so cogently from a few offices located in one place in the city. If we are going to save our public education system, it's got to happen at the school level.

Even though implementing SBM is not easy, it is worth the effort and risk. Neal (1989:16) elaborates on the matter.

. . . introducing school based management isn't easy: It takes long hours of planning, in-service training

for administrators, and a real commitment from the superintendent and school board.

But considering the growing demands being placed on today's schools, can any school executive risk the improper allocation of scarce educational resources? We think not. We believe the move to school based management is our best hope for improving our schools.

Research has supported several aspects of the SBM concept.

Hodges (1986:22), reports on several benefits of SBM:

Every major research study on what makes an excellent school cites the principal as the person who determines success or failure. Second, it would credit both site administrators and faculties with the presumed knowledge and ability to make valid educational decisions. Third, it would engage teachers in issues most directly affecting classroom instruction, discipline, curriculum content, class size variations, changes in the daily schedule, staff training requirements, and a host of others which affect student achievement. Finally, shared decision-making produces a sense of ownership.

Peterkin (1988), newly appointed MPS superintendent in August of 1988, has expressed his commitment to SBM and sees it as a vehicle for teachers to increase their impact on their local school.

Research questions one through five have been addressed by this chapter. The sections of this chapter corresponded to individual research questions:

Definition, Description and Implementation of SBM, School Improvement Strategies and Organization Development (Question one). Training of School Staff, Role and Training of Central Administrators, Adult Education Methodologies (Question two). Participative Management, (Question three).

Waiver Policy, (Question four). Supportive Research (Question five).

Research Question six regarding Pilot Schools was addressed in Chapter Four of this MARP.

Summary

Definition, Description and Implementation of SBM

SBM is defined as a process where decisions that effect the local school are made at the local school. These decisions include educational planning, personnel needs, material resources, and special needs. Site based management promotes ownership, commitment, and accountability through the school and community working together to improve the quality of education. Local decision making results in greater ownership of the educational process. The SBM process is a continually evolving one and does not result in a finished product.

School Improvement Strategies and Organization Development

Site based management helps to balance the decision-making accountability between the school and the district and this results in school improvement. The content, the "what" is set at the district level; strategies, processes, "how" the instructional program will be delivered, is determined at the school level. According to Saphier and King (1985), school improvement emerges from the confluence

of four elements: the strengthening of teachers' skills, the systematic renovation of curriculum, the improvement of the organization, and the involvement of parents and citizens in responsible school-community partnerships. The existence of a culture that nurtures these elements is essential. School administrators set the tone for the organization and then it is up to the staff to keep the culture strong and accepting. The teachers need to see themselves as the instruments of change rather than the objects to be changed.

Training of School Staff

For any improvement or innovation to occur, staff development and training are essential. Effective staff development responds to how adults learn. This means a trusting team-like environment, opportunity for practice and feedback and input into the content and process of the learning. Training for SBM requires knowledge of group dynamics, communication, problem solving, assertiveness training and team building.

Role and Training of Central Administrators

The support of central administrators is crucial for any SBM program to be successful. If the administrators feel threatened, they can frustrate the actions of the school SBM council and impede any progress. It is essential

that the central administrators become advocates of SBM in their schools.

Adult Education Methodologies

Effective adult education needs to focus on three areas, knowledge, attitudes and skills. Adults are self directed learners. They seek learning experiences to cope with specific life events, especially when change and/or stress are involved. Eighty to ninety percent of the time adults approach their learning to gain knowledge or a needed skill.

Participative Management

Quality Circles (QC) is a participative management process used in business. Small groups of workers (teachers) meet on a regular basis to plan and implement problem solving strategies to improve their school.

Waiver Policy

If granted by a school system waivers are allowed only after an elaborate explanation of how the waiver will improve the school. Some type of accountability was a part of the waiver request.

SUPPORTIVE RESEARCH

Research in SBM and school improvement confirms the findings in business, namely that participation of the staff in the decision making process will improve their school's

productivity. The development of teamwork greatly increases every staff members effectiveness.

Chapter 3

PROCEDURES AND METHODOLOGY

Several strategies were used to develop a comprehensive SBM program for MPS and to answer the research questions raised in this study. Data regarding SBM were collected, summarized, and analyzed in order to design an appropriate program for the MPS system to make the transition from traditional school management to SRM. The six research questions were answered by collecting data in the following three ways:

1. Review of the literature in Chapter Two. Research questions one through five were addressed by the establishment of specific categories in Chapter Two. The categories in Chapter Two were as follows: Definition, Description and Implementation of SBM, School Improvement Strategies and Organization Development (Question one). Training of School Staff, Role and Training of Central Administrators, Adult Education Methodologies (Question two). Participative Management, (Question three). Waiver Policy, (Question four). Supportive Research (Question five). Research Question six regarding pilot schools was addressed in Chapter Four of this MARP.

2. The administration of the SBM Interview to the forty-five school districts which are members of the Council of Great City Schools.

3. Summarizing and evaluating the information collected as a result of the SBM Pilot Schools Study done by Grant, McCarthy and Volpiansky (1989).

Research questions one through five were answered by the review of the literature and the SBM Interview. Research question number six was answered by analyzing the SBM Pilot Schools Study.

Research question number one stated, "How do other school systems define their SBM programs, how do they implement SBM into their school systems and what additional elements should the MPS district-wide program contain as more buildings become SBM?" This research question was expanded to include a general description of SBM urban programs since the word "define" was too narrow in scope. "Additional elements" included the general area of School Improvement and the specific discipline of Organization Development since both of these were often cited in the SBM literature.

Research question number two asked, "How do other school systems train their staffs to be skilled in SBM strategies? This includes the local school staff and central office administrators and SDA personnel." This research question

focused on how best to prepare and train a school staff to move from a traditional style of school management to SBM.

There were three general categories of training to assist a school staff to make this transition. The three types of workshops were as follows: SBM Orientation Workshop, Council Member Workshop, Council Leader Workshop. The SBM Orientation Workshop gave the new pilot school staffs an overview of what SBM was and what advantages SBM would have for them in improving their school. The Council Members workshop was for the new members of the school's SBM Council to teach them how to work together as a team. The Council Member workshop also addressed the mechanics of how SBM would operate in their school and what their responsibilities would be as council members representing their constituencies. The Council Leader workshop was for the SBM Council leader who would be the chairperson of the council. This workshop focused on leadership strategies to increase communication effectiveness, team building, group dynamics, and an explanation of the expected responsibilities for the SBM Council leader.

The central office administrators and the SDA personnel were expected to be familiar with each of these three workshops, especially the Council Leader workshop. The central administrators and the SDA personnel were to serve as consultants to the SBM Council leaders and assist them in carrying out their newly obtained responsibilities.

In order to increase the workshop's effectiveness, teaching strategies from the field of adult education were included in all three of the SBM workshops. These adult education methodologies came from the education, psychology, management, and human resources literature.

Research question number three was concerned with, "How does the SBM process in MPS compare to other urban SBM programs and SEM programs described in the literature and what obstacles could MPS avoid? What can be learned from participative management programs in business and industry to assist in the development and implementation of the MPS SBM program?" The SBM programs described in the literature were basically similar because by definition they contained the same elements. Participative management programs in business and industry were similar to SBM in that they are both concerned with improving their organization's effectiveness by empowering their workers. In business and industry, participative management programs are typically called Quality Circles.

Research question number four was concerned with the following, "How do other SBM programs obtain waivers from the local or state rules and regulations?" Very little was written about waivers in the literature. School systems either granted waivers on a individual school basis or they did not make exceptions.

Research question number five asked, "What techniques do other SBM programs utilize to generate teacher/staff bargaining unit support?" This issue was not addressed directly in the literature, instead, there were articles supporting the value of SBM to all components of a school system. Mutual support for a SBM program depended on the existing relationship between the administration and the teacher's bargaining unit. If trust and cooperation were lacking, both the administration and the bargaining unit had to be convinced the SBM program was in their best interest. Supportive research that confirmed the value of SBM in empowering teachers and solving education problems helped staff see the value in cooperating to make the implementation of SBM successful.

Research question number six was concerned with, "How well did the MPS pilot schools program work and what aspects of that program should be continued, modified or deleted? This question was answered by an evaluation study of the MPS pilot schools done by Grant, McCarthy, and Volpiansky.

Data collection was done in three ways. First, a comprehensive review of the literature regarding SBM was done. This review corresponded to the research questions for this study and contained the following sections: Definition, Description and Implementation of SBM, School Improvement Strategies and Organization Development, Training of School Staff, Role and Training of Central

Administrators, Adult Education Methodologies, Participative Management, Waiver Policy, Supportive Research.

A second source of data was information that was collected from the Phase One and Phase Two SBM pilot schools. This information was collected by consultants retained by MPS. The study of the MPS SBM pilot schools was done by three professors from the University of Wisconsin-Madison (Grant, McCarthy, and Volpiansky, 1989). Their study of the pilot schools was considered to be of a fact finding nature and was designed to provide information concerning the implementation of SBM in MPS during the second year of the pilot school implementation. Their study was based upon a series of extensive interviews with a variety of MPS personnel, a study of relevant documents, and limited observations in the ten Phase one and the eight Phase Two school buildings during the 1988-89 school year. The interviews were conducted by the authors of the Pilot School Study over the course of that school year.

The subjects for the Pilot School Study were staff members at each of the ten Phase one and eight Phase Two SBM pilot schools, central office administrators, an officer of the MTEA, three school board members, and several parents. Over 150 individuals were interviewed during the course of the Pilot School Study. Selections for the school staff interviews were made by the principal. The selection was usually based upon teacher availability in order not to

disrupt classroom teaching. A representative number of SBM council members as well as non-council members were interviewed. Parents were interviewed when they were present at the school. Selection of central office personnel for interviews was based upon their role and responsibility for implementing SBM in the district. For example, the superintendent, deputy superintendent, and SBM coordinator were interviewed.

Two interview protocols were developed for the Pilot School Study: one each for the Phase One and Phase Two schools. Approximately seven open-ended, semi-structured questions with follow-up probes were asked of each person interviewed (Appendix G). The questions were directed at gaining information about the respondents' conceptions and definitions of SBM, the SBM implementation process, perceived and actual impacts of SBM, and facilitators and barriers to the implementation process. Respondents at Phase One schools were asked to comment upon the amount of progress made since the researchers last visited them during the 1987-88 school year.

The researchers for the Pilot School Study participated in the interviews of each principal, usually at the beginning of the school visit. These interviews usually lasted between 30 minutes and one hour. Besides the interviews, the researchers often had the opportunity to tour the pilot schools. The researchers' visit to each

school was usually for about a half-day. Visits were made to one school in the morning and another in the afternoon. The researchers usually worked separately when conducting interviews of the staff in order to include more teachers in the sample. The staff interviews usually lasted between twenty and thirty minutes. Phase Two pilot school visits occurred during the winter months followed by Phase One visits in the spring.

Interviews of the central office personnel, the three school board members, and the officer of the MTEA were conducted by two researchers together. These interviews lasted anywhere from forty-five to sixty minutes and focused on the same issues discussed with the staff at the pilot schools.

The information collected from the Pilot Schools Study was summarized and evaluated for inclusion into the final MPS SBM Implementation Program. These results were incorporated into workshop content, staff empowerment and final recommendations regarding the effective transition from traditional school management to SBM.

The third method of data collection for this MARP was the use of the SBM Interview (Appendix H), a structured interview developed as part of this study. The SBM Interview included content designed to answer the research questions for this MARP.

The SBM Interview was reviewed for content validity by the appropriate central office personnel. These MPS staff members were the following: SBM coordinator, director staff development academy, and a human relations coordinator. Also included was the executive director of the Administrators and Supervisors Council, the bargaining unit for MPS administrators. These MPS staff members were asked to evaluate the SBM Interview for content validity so that it was appropriate to answer the research questions for this MARP. They did so and their suggestions were incorporated into the final copy of the SBM Interview.

The SB Interview was then given by telephone to officials at each of the forty-five school districts that are members of the Council Of Great City Schools (Appendix I). This Council is an organized coalition of forty-five of the largest urban school districts in the United States. The Council was organized

to study, develop, implement and evaluate programs designed to secure and ensure quality education and equality of educational opportunities for urban youngsters, to discuss the educational needs of city children and to exchange information about successful and promising practices (Council Directory, 1987:1).

The Council's membership consisted of the superintendent and a member of the board of education from each city. The Council Directory lists the address and phone number of each Superintendent's office. The Directory also listed the names of the following for each school district: deputy

superintendent, assistant superintendents, board of education president, board of education members, and council liaisons. In each district there were also council liaisons who were assigned to the following areas: communication and information, curriculum and instruction, equal educational opportunities, finance, legislative, research, special education, student ambassador coordinator, technology, and vocational education. Each of their addresses and phone numbers was included in the Council Directory.

The Council had an executive committee consisting of seventeen members and the Council officers. The MPS system has been very active in the Council since its establishment in 1961. Lee McMurrin, former MPS superintendent, was the president of the council and a member of the executive committee.

For this study, the office of the superintendent of each district in the Council of Great City Schools was contacted by telephone. The SBM Interview was presented to the superintendent or their designee. In the initial telephone conversation, a determination was made as to whether the respondent had an SBM program in their school system or not. Those who did not have an SBM program were asked if they were considering SBM for their city's school district. If the Council member had not yet implemented SBM but was exploring the possibility of doing so, that was recorded.

Council members whose school district had SBM were asked who in their school system could best answer some questions regarding SBM implementation in their district. The SBM Interview was then administered by telephone to the person designated by the Superintendent's office. Any published information they used in implementing or defining SBM was requested.

The phone calls were placed during a three month period, November, 1989, December, 1989, and January, 1990. In thirty-seven cases, the SBM Interview was completed in one phone call. Eighteen of the Council members had to be called several times in order to talk to the person recommended by the Superintendent's office. In all cases, the responsible person was cooperative when the contact was finally made. Sometimes the person was busy and expressed the need to hurry the interview. In school districts which did not have a SBM program, there was often confusion regarding who should respond since there was no specific person assigned to SBM.

The data collected from the SBM Interview, the pilot schools and the review of the literature were summarized for further study. The categories for study were topics determined by the research questions for this MARP. Those categories were combined in Chapter Two into the topics as previously discussed.

The resulting data were then summarized and analyzed, and a comprehensive SBM program for MPS to utilize for the district-wide implementation of SBM was developed (Appendix L). The MPS implementation SBM program included the description of the necessary components for a successful SBM program, SBM training topics and workshop objectives for local school staff and central office/SDA staff for the three SBM workshops (Orientation Workshop, Council Member Workshop, Council Leader Workshop), SBM implementation techniques, applicable ideas from business, and obstacles to avoid when implementing SBM.

Site based management training topics and workshop objectives for local school staff and central office/SDA staff making the transition from traditional school management to SBM were also developed as a result of the study (Appendix L). This was done by comparing SBM training strategies cited in the literature. Details regarding SBM workshop topics were also obtained from the SBM Interview.

For the purpose of the study, three types of workshops were addressed. Two workshops (SBM Orientation Workshop and SBM Council Member Workshop) were designed and implemented by external consultants. The impact on participants was evaluated as a part of this study. Both workshops were attended by the author of the MARP. The third workshop (SBM Council Leader Workshop) was developed as a result of this MARP (Appendix L).

The Orientation Workshop (SBM Orientation Workshop) was two hours in length workshop. The MPS Staff Development Academy had contracted with the North Central Regional Educational Laboratory (NCREL) to do the SBM Orientation Workshop. This workshop was offered to newly selected SBM pilot school staffs and central office/SDA staff. The time of presentation was in October and was voluntary for any of the pilot schools. Hixson, Director of NCREL's Research and Development, presented a lecture on what SBM is and how important the process is to school reform.

The evaluation of the Orientation Workshop was done by the author using information from the literature, the SBM Interview and the comments and questions of SBM council members at the Council Member Workshop. At the opening of the Council Member Workshop, the participants shared their concerns, questions and perceptions of SBM. The participants comments and extensive questions demonstrated that the SBM Orientation Workshop had not answered their questions.

The SBM Council Member workshop was presented by Boone and Associates who were contracted by the MPS Department of Staff Development. Two Phase Three pilot schools attended the workshop, an elementary school (Douglas) and a middle school (Burroughs). Fifteen participants from each school attended for a total of thirty participants. Both were new schools to SBM and were part of the Phase Three pilot

schools. Because of the shortage of funds and substitute teachers only one half of each school's SBM council were able to attend. The participants from each school included the principal, teachers, parents and business people. The workshop took place on two consecutive days at a hotel's conference center.

Topics covered included Setting Expectations and Ground Rules, Communication (Listening/Paraphrase), Group Consensus, Conflict Resolution, Assertiveness Training, Communication (I-Statements), and Problem Solving Techniques (Nominal Group Process and Apollo Brain Storming). During the final portion of the workshop, the two schools met individually to discuss and prioritize local school concerns. These concerns were gathered by the consultants through interviews with the participants a week before the workshop.

The author assisted the consultants in conducting the Council Member Workshop. The workshop was evaluated by the officially sanctioned MPS Department of Staff Development Survey Instrument (Appendix J). Results were analyzed and utilized to modify the final training content and sequence for the Council Member workshop. Recommendations regarding revising the Council Member Workshop's content were made in Chapter Four of the MARP. The SBM Council Leader Workshop was one product of the MARP. It was designed by taking into

account the SBM training programs cited in the literature and training programs discussed during the SBM Interview.

The Council Leader workshop was a proposed one day workshop for the council leaders from new pilot schools. Council leaders were responsible for chairing the SBM council meetings. That chair person can be any member of the council except the principal. Central office/SDA staff should also attend this workshop to gain insight into the SBM process and learn how to assist SBM schools in their assigned areas.

The workshop was intended to give the council leaders specific skills and techniques to make their meetings more effective and productive. Therefore, the Council Leader workshop would be held after the local school has had at least two SBM meetings. At that time the council leader has a more realistic idea of what his/her responsibilities are during a meeting and is more receptive to learning practical skills. A list of topics to include was developed along with appropriate handouts and presentation strategies. The agenda was also developed.

Practical information was also provided to assist the local SBM Council Leader to monitor and continually increase their meeting effectiveness throughout the school year. The SBM Councils needed to be self-sufficient in analyzing their interpersonal interactions and group process in order to

continually increase their effectiveness as problem solvers and decision makers.

As the result of the aforementioned information gathering, it was recommended that a specific sequence of activities for the MPS system to follow be used when moving their non-SBM schools to a total MPS SBM program. Responsibilities were listed for central and SDA administration to follow during this transition from non-SBM to SBM. Techniques were also included for a local school to obtain waivers from school board and Department of Public Instruction rules and regulations. There were also strategies for involving all staff including the local school's MTEA building representative. Ideas were also included to increase and maintain the MTEA involvement on a system-wide bases.

From the literature, the SBM Interview, and the Grant/McCarthy evaluation of the pilot schools, pertinent concepts were applied to the MPS SBM Implementation program (Appendix L). Applicable ideas were utilized to avoid obstacles that interfere with the effective implementation of SBM programs.

In summary, data were collected, summarized and analyzed for the purpose of developing a comprehensive SBM program for MPS to use in making the transition from traditional management to SBM. The steps taken for the study are listed below. There were some slight modifications from the MARP

Proposal. The modifications were usually related to the time table of activities rather than a change of the activities itself. Each activity is described here with any modification that was implemented.

The first step had to do with the SBM Implementation Time Table (Appendix K). It went from April, 1989 to September, 1990 and featured the major activities of this study with expected completion dates. The major modification of the time table was that the telephone calls to the Council of Great City Schools to administer the SBMI was done during November, 1989, December, 1989, and January, 1990 rather than in September, 1989.

The second step had to do with data collection. Data collection was done in three ways: Review of the literature, the SBM Interview and feedback from the MPS SBM pilot schools (Grant, McCarthy, Volpiansky, 1989). These data were used to answer the Research Questions.

The third step was to develop and validate the SEM Interview for content. Input was gathered from the SBM coordinator, the director of the department of staff development and a human relations coordinator. The SBM Interview was analyzed to insure that the data it gathered would assist in answering the research questions for the MARP. All three gave suggestions for appropriate questions. These questions were combined and presented to them for

their approval. The resulting series of questions (Appendix H) comprised the final version of the SBM Interview.

The fourth step was to administer the SBM Interview. The SBM Interview was administered by telephone to all members of the Council Of Great Cities Schools, an organization of the forty-five largest urban school systems. Because of the difficulty in reaching the appropriate person, it took three months to interview all members of the Council rather than the anticipated one month.

The fifth step was the SBM Orientation Workshop. An SBM Orientation Workshop for local school staff, community members, and central office/SDA staff was presented and evaluated. One SBM Orientation Workshop was held for the staffs of the eight new Phase Three pilot schools. Attendance was voluntary. Although many participants attended, not all staff members were present to hear the SBM orientation. Most of the two hours was spent in lecture with little time for questions. The workshop and its impact on the participants was considered in Chapter Four of the MARP and appropriate changes were included in the MPS SBM Implementation Program (Appendix L) and Chapter Five.

The sixth step was a two day training workshop for council members (Council Member Workshop). The Council Member Workshop was done by a consulting firm contracted by MPS. The author of the MARP assisted in the facilitation of the Council Member Workshop. The participants were from

Burroughs Middle School and Douglas Elementary School. Since Burroughs was in the author's SDA, their evaluations were the focus for the MARP. The participants evaluated the effectiveness of the workshop by using the MPS officially sanctioned Staff Development Academy Evaluation Questionnaire (Appendix C). The feedback from the Burroughs staff was utilized in modifying the final Council Member Workshop content and process. The results of that evaluation were presented in Table 11. Appropriate changes were included in the MPS SBM Implementation Program (Appendix L) and Chapter Four.

The seventh step was a one day workshop that was developed for Council Leaders and central office/SDA staff. The workshop was designed to train the Council Leaders to effectively lead SBM council meetings. The workshop contained topics, strategies and practice opportunities that were directly related to SBM council meetings. This workshop was presented in the MPS SBM Implementation Program along with workshop objectives, agenda and a list of handouts.

The eighth step was The MPS SBM Implementation Program (Appendix L) which was produced by the merging of collected data into categories. The categories were the Chapter headings for the MPS SBM Implementation Program. These Chapter headings were as follows:

Chapter One, Non-SBM School Transition to SBM.

Chapter Two, Long Range SBM Support Practices.

Chapter Three, SBM Workshop Training.

They were developed from the research questions and the topics in the review of the literature for the MARP. Definition, Description and Implementation of SBM, Role and Training of Central Administrators and Participative Management were combined into Chapter One, Non-SBM School Transition to SBM. School Improvement Strategies and Organization Development, Training of School Staff, Adult Education Methodologies, and were combined into Chapter Three, SBM Workshop Training. Waiver Policy and Supportive Research were combined into Chapter Two, Long Range SBM Support Practices.

The ninth step was to present the MARP to MPS. The final document was offered to the MPS SBM coordinator, for consideration as the official MPS SBM Implementation Program.

Several activities suggested in the MARP Proposal were revised or eliminated. For example the Proposal recommended that "from all the collected data, a simple jargon-free SBM pamphlet will be developed for distribution to all schools and interested parents and community members." This was impossible to do at this time because MPS was undergoing a massive restructuring with some administrative positions being eliminated, many administrative positions being relocated and other new administrative positions being

added. For example, the newly established position of SBM coordinator was undergoing review. The MPS Department of Relations was hesitant to publish a pamphlet under such tentative conditions where information, people, and positions were constantly changing.

The MARP proposal included provisions for the development of a single session Orientation Workshop. The MPS department of staff development hired an external consultant to do this workshop. The author of the MARP attended the Orientation Workshop and made recommendations in Chapter Four regarding revisions for future SBM Orientation Workshops.

The MARP Proposal also included provisions for field-testing the Orientation Workshop with the SDA I Superintendent's Community Council. This was impossible since this group was newly established and needed every available moment to respond to the numerous responsibilities that the Superintendent gave them.

The ongoing workshop mentioned in the MARP Proposal was changed to the Council Member Workshop. Because of a shortage of funds one half of the Burroughs SBM Council attended the two day workshop instead of the entire staff. Again because of a shortage of funds, the additional two hour workshop mentioned in the MARP Proposal was not done.

The categories suggested in the MARP Proposal for the final MPS SBM Plan have been changed slightly to better

reflect the research questions. The MARP was not presented to the Board Monitoring Committee because that group was undergoing change. The membership will be expanded to better represent the constituencies involved in the MPS SBM program. The previous members were all MPS Board members and MPS administrators. The MARP addressed this group's membership and role in Chapter Five.

With the completion of this MARP the Milwaukee Public School District has a comprehensive program for the implementation of SBM into non-SBM schools. This was a major contribution to MPS since the Board goal is for all 140 public schools to be SBM as soon possible. In Chapter Five, the MARP contained recommendations designed to maintain the MPS SBM Implementation Program's responsiveness to changes that may occur.

Chapter 4

PRESENTATION OF RESULTS

This chapter summarizes the data collected for the MARP and presents the answers to the research questions. Items included in this chapter are as follows: the results of the SBM Interview (SBMI) given to officials at the forty-five school districts which are the members of the Council of Great City Schools, the results of the study of the Phase One and Phase Two Pilot Schools done by Grant, McCarthy and Volpiansky, evaluation of two SBM workshops, answers to the research questions for this study and The MPS SBM Implementation Program (Appendix L).

SBMI Summary

The SBMI (Appendix H) was given to the forty-five members of the Council of Great City Schools by telephone. The data collected from these interviews are summarized and presented to assist in answering the research questions. There were thirteen questions on the SBMI.

Table 1 contains the responses to Question One (Have you explored SBM for your school district?). Fourteen school districts or 31 percent of the members of the Council of Great City Schools are currently applying SBM in their school districts.

Table 1

SBM Interview Question One: Do you have or are you exploring SBM in your district?

| City | | In Existence | | State Law Man- dating | Exploring |
|--------------------|----|--------------|----|--------------------------------|-----------|
| | | Yes | No | | |
| 1. Albuquerque | NM | | x | | |
| 2. Atlanta | GA | | x | | |
| 3. Baltimore | MD | | x | | |
| 4. Boston | MA | | x | | x |
| 5. Buffalo | NY | | x | | |
| 6. Chicago | IL | x | | x | |
| 7. Cincinnati | OH | | x | | x |
| 8. Cleveland | OH | x | | x | |
| 9. Columbus | OH | x | | | |
| 10. Dade County | FL | x | | | |
| 11. Dallas | TX | | x | | x |
| 12. Dayton | OH | | x | | x |
| 13. Denver | CO | | x | | x |
| 14. Detroit | MI | | x | | |
| 15. E. Baton Rouge | LA | x | | | |
| 16. El Paso | TX | | x | | |
| 17. Fresno | CA | | x | | x |
| 18. Houston | TX | | x | | x |
| 19. Indianapolis | IN | | x | | x |
| 20. Long Beach | CA | | x | | x |
| 21. Los Angeles | CA | | x | | x |
| 22. Memphis | TN | x | | | |
| 23. Milwaukee | WI | x | | | |
| 24. Minneapolis | MN | x | | | |
| 25. Nashville | TN | | x | | |
| 26. New Orleans | LA | | x | x | x |
| 27. New York City | NY | x | | | |
| 28. Norfolk | VA | | x | | x |
| 29. Oakland | CA | | x | | x |
| 30. Omaha | NE | | x | | x |
| 31. Philadelphia | PA | | x | | |
| 32. Phoenix | AZ | | x | | x |
| 33. Pittsburgh | PA | | x | | x |
| 34. Portland | OR | | x | x | x |
| 35. Rochester | NY | x | | | |
| 36. St. Louis | MO | | x | | x |
| 37. St. Paul | MN | x | | | |
| 38. San Diego | CA | | x | | x |

Table 1 (Cont.)

| | | | | | |
|-------------------|----|----|----|----|----|
| 39. San Francisco | CA | | x | | |
| 40. Seattle | WA | | x | | x |
| 41. Toledo | OH | | x | x | x |
| 42. Tucson | AZ | x | | | |
| 43. Tuisa | OK | x | | | |
| 44. Wake County | NC | x | | x | |
| 45. Washington | DC | | x | | x |
| Totals | | 14 | 31 | 6 | 22 |
| Percent of Total | | 31 | 69 | 13 | 49 |

Representatives from thirty-one schools (69%) said that they were not at this time implementing SBM. Of those thirty-one school districts whose representatives said they were not currently implementing a SBM program twenty-two (49% of the total council) stated that they were exploring the idea of SBM for their school district. In most cases the exploring of SBM was a very active one with most of the school districts ready to implement an SBM program within the next year or two. In some cases it was a question of semantics or a missing characteristic of SBM such as the absence of parent participation in their program.

Three school districts who had a current SBM program had a state law mandating such a program of decentralization. Those school districts were Chicago, Illinois, Cleveland, Ohio, and Wake County, North Carolina. Three other school districts had a state law mandating a form of decentralization and were in the process of readying themselves to implement such a SBM program. Those three

school districts were New Orleans, Louisiana, Portland, Oregon, and Toledo, Ohio.

Table 2

SBM Interview Question Two: Do you have a system-wide steering/monitoring committee?

| City | | Yes | No |
|-------------------|----|-----|----|
| 1. Chicago | IL | | x |
| 2. Cleveland | OH | x | |
| 3. Columbus | OH | x | |
| 4. Dade County | FL | x | |
| 5. E. Baton Rouge | LA | x | |
| 6. Memphis | TN | x | |
| 7. Milwaukee | WI | | x |
| 8. Minneapolis | MN | x | |
| 9. New York City | NY | x | |
| 10. Rochester | NY | x | |
| 11. St. Paul | MN | x | |
| 12. Tucson | AZ | x | |
| 13. Tulsa | OK | x | |
| 14. Wake County | NC | x | |
| Totals | | 12 | 2 |
| Percent of Total | | 86 | 14 |

Question Two referred to whether the school district had a system wide steering committee which monitored the SBM process. The results for that survey question regarding the system wide steering/monitoring committee are included in Table 2. Twelve of the fourteen schools (86%) have a system wide steering or monitoring committee that reviews and evaluates the local SBM plans for an individual school.

Table 3

SBM Interview Question Three:
How long have you had SBM?

| Years in Operation | | 1st | 2nd | 3rd | 4th | >=5 |
|--------------------|----|-----|-----|-----|-----|-----------|
| 1. Chicago | IL | | x | | | |
| 2. Cleveland | OH | | | | | x (Eight) |
| 3. Columbus | OH | x | | | | |
| 4. Dade County | FL | | | | x | |
| 5. E. Baton Rouge | LA | | x | | | |
| 6. Memphis | TN | x | | | | |
| 7. Milwaukee | WI | | | x | | |
| 8. Minneapolis | MN | | x | | | |
| 9. New York City | NY | x | | | | |
| 10. Rochester | NY | | x | | | |
| 11. St. Paul | MN | x | | | | |
| 12. Tucson | AZ | x | | | | |
| 13. Tulsa | OK | | | | x | |
| 14. Wake County | NC | x | | | | |
| Totals | | 6 | 4 | 1 | 2 | 1 |
| Percent of Totals | | 43 | 29 | 7 | 14 | 7 |

Question Three (How long have you had SBM?) is detailed in Table 3. Six schools (43%) out of the fourteen SBM schools were within their first year of implementation of SBM. Four schools (29%) were within their second year of SBM implementation. One school (7%) was in its third year of implementation. Two schools (14%) were within their fourth year of implementation. One school district (Cleveland, Ohio) was in its eighth year of implementation of SBM. This school districts decentralization program was a result of a court ordered desegregation plan which

emphasized the importance of requiring active parental involvement in the management of the local school. Site based management in the urban school district was a relatively new phenomena with 72 percent of the schools being within their first or second year of implementation. Milwaukee is in their third year of implementing their SBM program.

Table 4 refers to SBMI Question Four (What organizational processes is SBM charged to control?). Eighty-six percent (12) of the school districts have some version of budgetary responsibility. Seventy-one percent (10) of the schools districts have some input regarding their local school personnel's assignment and placement.

In most school districts there was tremendous variety in both aspects of the SBM process. For example, in some school districts the SBM council had complete control of their budgets and were able to carry over a surplus at the end of the year if one was in existence. In other school districts the SBM councils budgetary responsibilities included only certain materials, supplies, and in some cases local training. Many school districts did not allow individual schools to carry over a balance from one budget year to the next.

Fourteen percent (2) of the school districts had control over some feature of their curriculum. The local school SBM council often was able to change their student's report card

format and determine how often students would receive report cards. Sequence and the choice of supplemental material were areas that SBM councils had some impact on.

Table 4

SBM Interview Question Four: With what organizational processes is SBM charged?

| Organizational Processes: | | Budget | Curriculum | Personnel | Waiver Procedure |
|---------------------------|----|--------|------------|-----------|------------------|
| 1. Chicago | IL | x | | x | |
| 2. Cleveland | OH | x | | x | |
| 3. Columbus | OH | x | | | |
| 4. Dade County | FL | x | x | x | x |
| 5. E. Baton Rouge | LA | x | x | x | |
| 6. Memphis | TN | | | x | |
| 7. Milwaukee | WI | x | | x | x |
| 8. Minneapolis | MN | x | | x | |
| 9. New York City | NY | x | | x | x |
| 10. Rochester | NY | x | | x | x |
| 11. St. Paul | MN | | | x | |
| 12. Tucson | AZ | x | | | |
| 13. Tulsa | OK | x | | | |
| 14. Wake County | NC | x | | | x |
| Totals | | 12 | 2 | 10 | 5 |
| Percent of Totals | | 86 | 14 | 71 | 36 |

The central administration often maintained jurisdiction over the content of curriculum in order to enforce standards. Another concern was for there to be consistency across the schools in the district for students who would attend several schools during a school year.

Regarding the responsibility of personnel, again there was tremendous variety. Some school districts, for example, Chicago, allowed their local school council to actually hire and fire the principal. In Chicago, the teacher's contract was not subject to any change by the SBM council.

In other school districts the SBM council would be allowed (if a vacancy existed) to substitute two teacher aides for one teacher. There would also be the flexibility regarding the assignment and placement of other staff as long as it did not violate board mandates, the department of public instruction, or teacher contracts.

When a SBM council desired to change an existing state regulation or school board policy, five (36%) of the SBM councils had a waiver procedure to utilize. This procedure allowed the SBM council to explain in writing the reason for wanting to set aside a state or local board policy. Dade County was the most prominent example of demonstrating success in the waiver process. Two examples of the county's individual schools being able to waive requirements were for a middle school to teach Spanish by having its children go to Saturday Spanish classes taught by Burlitz Language Academy. This allowed the individual school to utilize the Spanish language class time for other academic pursuits. Dade County has also allowed the waiver of certain teaching credentials for people to co-teach classes when they have a special talent that would benefit the school.

Dade County was also able to waive certain aspects of curriculum in order to satisfy the local SBM councils request. Another example was one middle school that was allowed to add an extra period of instruction to its school day to satisfy one of their SBM council goals.

Question Five on the SBMI asked several questions regarding the mechanics of the SBM councils implementation process. Membership in the council always included certified and non-certified staff, the principal and sometimes other administrative designees, parents, community people and in secondary schools, students. The proportion of membership was never greater than one half for any particular group. In several cities teachers represented one half of the SBM council. The school selection of the representatives varied with staff elections and in some cases, selections by the principal. The number of members in the SBM council varied depending upon the size of the school. In elementary schools councils could be as small as six and in high schools, councils could be as large as thirty-five people.

Table 5 contains data on who has the responsibility for the operation of the school when a SBM council exists. In ten of the fourteen schools (72%) the principal had the ultimate responsibility and accountability for school decisions.

Table 5

SBM Interview Question Five: Who has ultimate responsibility for operation of schools where SBM council exists?

| City | Principal | SBM Council Consensus | Optional By Individual SBM Council |
|-------------------|-----------|-----------------------|------------------------------------|
| 1. Chicago | IL x | | |
| 2. Cleveland | OH x | | |
| 3. Columbus | OH x | | |
| 4. Dade County | FL | | x |
| 5. E. Baton Rouge | LA x | | |
| 6. Memphis | TN x | | |
| 7. Milwaukee | WI x | | |
| 8. Minneapolis | MN x | | |
| 9. New York City | NY | | x |
| 10. Rochester | NY | x | |
| 11. St. Paul | MN x | | |
| 12. Tucson | AZ | | x |
| 13. Tulsa | OK x | | |
| 14. Wake County | NC x | | |
| Totals | 10 | 1 | 3 |
| Percent of Total | 72 | 7 | 21 |

In most cases the principal sat on the SBM council in an attempt to reach consensus on all issues. If a principal would ever disagree with the council's decision, he/she would be expected to present a very thorough explanation to the staff and the board steering committee for why he/she vetoed the SBM council's decision.

In one school district (Rochester, New York), consensus was the expected and demanded process for decision making.

In three systems (21%), the school SBM council could determine for themselves when they submit their plan how final decisions would be made at their individual schools. The terms of office of the SBM council members varied according to each council's individual plan. Most took into account the importance of having experienced council members on the SBM council. To insure experienced members on the SBM council, the terms of office were alternated so only one half of the members would be elected at a time.

Table 6 presents information regarding when and how often SBM councils would meet (Question Six). All fourteen SBM councils met on an "as needed" basis. Two school districts had minimum requirements. Cleveland, Ohio expected their SBM councils to meet at least quarterly. East Baton Rouge, Louisiana expected their SBM councils to meet at least monthly.

The SBM councils determined their own meeting times. These times varied in order to respond to the varying needs of the local SBM council members. Examples of meeting times were before school started, during school time, during lunch, during common teacher preparation periods, after school, evenings, and weekends. Flexibility was necessary to respond to the different schedules of teachers and the community members of the SBM council. There were examples of teachers being released during their school day by having a substitute teacher assigned to their classrooms.

Table 6

SBM Interview Question Six: When and how often
do your SBM councils meet?

| City | | As Needed Basis | Minimum Number of Meetings |
|-------------------|----|--------------------|-------------------------------|
| 1. Chicago | IL | x | |
| 2. Cleveland | OH | x | x (quarterly) |
| 3. Columbus | OH | x | |
| 4. Dade County | FL | x | |
| 5. E. Baton Rouge | LA | x | x (monthly) |
| 6. Memphis | TN | x | |
| 7. Milwaukee | WI | x | |
| 8. Minneapolis | MN | x | |
| 9. New York City | NY | x | |
| 10. Rochester | NY | x | |
| 11. St. Paul | MN | x | |
| 12. Tucson | AZ | x | |
| 13. Tulsa | OK | x | |
| 14. Wake County | NC | x | |
| Totals | | 14 | 2 |

The information in Table 7 demonstrates data regarding the question whether SBM councils developed a yearly plan which is approved by a district-wide steering committee (Question Eight). All fourteen school districts were required to submit a plan to their district steering committee. In many school districts, this plan was called the School Improvement Plan (SIP). In some cases, the SIP was part of a larger process such as the imposition of legislative requirements. In Chicago, Illinois the plan was mandated by state law. In Cleveland, Ohio, their plan

was mandated as part of the court ordered desegregation process. In Memphis, Tennessee, their plan is part of a deregulation process aimed at making central city schools more responsive to the needs of the at-risk student.

Table 7

SBM Interview Question Eight: Do SBM councils develop yearly plan which is approved by SBM Steering Committee or Central Office?

| City | | Yes | No | Other |
|-------------------|----|-----|----|---|
| 1. Chicago | IL | x | | Local School Board Desegregation Process |
| 2. Cleveland | OH | x | | |
| 3. Columbus | OH | x | | Deregulation Process |
| 4. Dade County | FL | x | | |
| 5. E. Baton Rouge | LA | x | | |
| 6. Memphis | TN | x | | |
| 7. Milwaukee | WI | x | | |
| 8. Minneapolis | MN | x | | |
| 9. New York City | NY | x | | |
| 10. Rochester | NY | x | | |
| 11. St. Paul | MN | x | | |
| 12. Tucson | AZ | x | | |
| 13. Tulsa | OK | x | | |
| 14. Wake County | NC | x | | |
| Totals | | 14 | 0 | |
| Percent of Total | | 100 | 0 | |

In Milwaukee, all schools both SBM and non-SBM submit a School Effectiveness Plan to the central office. Milwaukee does not have a steering committee to specifically concern itself with SBM schools. There is a Board SBM

Monitoring Committee made up of board members and central office staff. This is the group that helped establish the pilot SBM schools in MPS. As the school system increases the number of schools in the SBM program, this Board SBM Monitoring Committee is undergoing a transition.

Question Nine of the SBMI concerns the role of central office/support staff. In the SBM districts, the role of the central office/support staff changed from a supervisory one to one of support and assistance. The central office/support staff provided assistance regarding technical matters, staff development, and served as an advocate for the SBM council.

In some cases central office staff were not to come to the local school building unless they were invited. This was done to emphasize their autonomy. This was a dramatic change in the central office role, responsibility and relationship with the local schools.

Table 8 displays the title of the administrator and the department that is responsible for the district's SBM program (Question Ten). Three (21%) of the fourteen were in the superintendent's office. Six (43%) school districts have established an office especially concerned with school improvement and reform. Four (29%) school districts have given the responsibility for SBM to the superintendent or an assistant superintendent. Six (43%) districts have entitled their SBM administrator as a director.

Table 3

SBM Interview Question Nine: What is the role
of the top SBM administrator
in the district?

| City | | Office/ Department | Title of Top Administrator |
|-------------------|----|---|--|
| 1. Chicago | IL | Office of Reform Implementation | Director |
| 2. Cleveland | OH | Office of SBM | Director of SBM |
| 3. Columbus | OH | Office of School Reform | Reform Manager |
| 4. Wade County | FL | Bureau of Profes- sionalization | Director of SBM |
| 5. E. Baton Rouge | LA | Redesign Center | Director of SBM |
| 6. Memphis | TN | Division of Curric- ulum & Instruction | Assistant Sup- erintendent |
| 7. Milwaukee | WI | Office of Super- intendent | Coordinator |
| 8. Minneapolis | MN | Office of Super- intendent | Superintendent |
| 9. New York City | NY | | Chief Executive for Instruction |
| 10. Rochester | NY | Office of School Improvement | Supervising Director for School Improvement |
| 11. St. Paul | MN | Secondary Curric- ulum & Instruction | Director of Secondary Education |
| 12. Tucson | AZ | | Assistant Super- intendent for Middle Schools |
| 13. Tulsa | OK | Office of Super- intendent | Administrative Assistant to Superintendent |
| 14. Wake County | NC | | Auditor |

Data in Table 9 show where SBM programs got the training for their staff (Question Eleven). Six (43%) school districts utilized their own staff for training. In one district, the superintendent was doing training by meeting with his principals and community people on a continual basis. Two districts (14%) have used external consultants. Four (29%) have utilized both district and external consultants. One school district because of time and budget crunch was not able to do training.

Table 9

SBM Interview Question Eleven:
Training was done by whom?

| City | | Staff | Super inten dent | Con sult ant | Staff and Consul tant | No Train ing |
|-------------------|----|-------|------------------------|--------------------|--------------------------------|--------------------|
| 1. Chicago | IL | | | | x | |
| 2. Cleveland | OH | x | | | | |
| 3. Columbus | OH | x | | | | |
| 4. Dade County | FL | x | | | | |
| 5. E. Baton Rouge | LA | | | | x | |
| 6. Memphis | TN | | | | | x |
| 7. Milwaukee | WI | | | | x | |
| 8. Minneapolis | MN | | x | | | |
| 9. New York City | NY | x | | | | |
| 10. Rochester | NY | | | | x | |
| 11. St. Paul | MN | x | | | | |
| 12. Tucson | AZ | | | x | | |
| 13. Tulsa | OK | | | x | | |
| 14. Wake County | NC | x | | | | |
| Totals | | 6 | 1 | 2 | 4 | 5 |
| Percent of Totals | | 43 | 7 | 14 | 29 | 7 |

There was overlap for some of these districts and the types of training they utilized. This was because in many cases the local school had flexibility when it came to their own training. Content of the training also varied depending upon the district's approach to SBM. Team building, communication, problem solving, meeting skills, and orientation to the SBM process were typical areas of content. Other areas were included depending on the districts specific needs. Some districts needed information on budgetary processes and content.

Chicago was a unique situation since their SBM council was acting as the local school board. They needed information on how to implement their unique form of SBM. For example they needed information on the rules for their parent and community elections.

Table 10 displays how individual schools in each district get involved in SBM (Question Twelve). Eleven (79%) of the school districts ask for pilot schools to volunteer. These schools required the commitment of the principal and at least a majority of the staff and parents. Three (21%) school districts have mandated that all schools be in the SBM program. Two of these, Chicago, Illinois and Cleveland, Ohio have state laws mandating that they implement some type of SBM in all schools. With the pilot school districts, the usual intent was to have all of their schools eventually become SBM.

Table 10

SBM Interview Question Twelve: How do schools
in the district get involved in SBM?

| City | | All Schools Mandated | Pilot/Volunteer Schools Selected |
|-------------------|----|-------------------------|-------------------------------------|
| 1. Chicago | IL | x | |
| 2. Cleveland | OH | x | |
| 3. Columbus | OH | | x |
| 4. Dade County | FL | | x |
| 5. E. Baton Rouge | LA | x | |
| 6. Memphis | TN | | x |
| 7. Milwaukee | WI | | x |
| 8. Minneapolis | MN | | x |
| 9. New York City | NY | | x |
| 10. Rochester | NY | | x |
| 11. St. Paul | MN | | x |
| 12. Tucson | AZ | | x |
| 13. Tulsa | OK | | x |
| 14. Wake County | NC | | x |
| Totals | | 3 | 11 |
| Percent of Total | | 21 | 79 |

Question Thirteen collected information regarding, "How do you evaluate SBM?" If any evaluation was done it was coordinated by the steering/monitoring committee in the school district. Ninety-three percent of the members of the Council of Great Cities Schools had a steering /monitoring committee. All reported that the steering committee operated basically the same in all cities. The steering committee would evaluate the school improvement plan or school effectiveness plan written by the SBM schools to determine whether they were reaching their goals. The

steering committee would do this in two ways. First, it would review the initial plan that the SBM committee would submit to determine whether it was within the guidelines of the district's SBM program philosophy. Secondly, the steering committee would evaluate the results of the SBM councils activities at the end of the year by comparing their results with their intentions or goals submitted at the beginning of the year.

The one school system that did not have a system wide steering committee was the Chicago, Illinois public schools. Their decentralization plan was very unique in that each school's community committee functions as that school's school board. That SBM council has three functions in relationship to their local schools. Their first function was to pass and accept the school's budget. Their second function was to select a new or confirm the current principal for a four year contract. Their third function was to review and accept the school's improvement plan.

Pilot Schools Study

Summary

The following is a summary of the results of a study of the MPS Phase One and Phase Two Pilot schools done by researchers from the University of Wisconsin-Madison (Grant, McCarthy, Volpiansky, 1989). The researchers divided their data into general conclusions and specific conclusions.

They followed the conclusions with specific recommendations regarding how the information obtained from the pilot schools (Phase One) could be applied to the other pilot schools (Phase Two) as well as the remaining non-SBM schools in MPS.

The general results of the study reported that during the two years of the study respondents were very supportive of the SBM concept. The participants viewed SBM as an opportunity to become more professional, that is, more involved in what happened at their school. They were very willing to talk to the researchers about both the positive impacts as well as the problems they had encountered while making SBM operational. In no school did the researchers hear anyone say that they wanted things to return to the way they were before SBM was implemented. The respondents stated that they were willing to expend extra effort to make SBM work. They were dedicated to giving it a fair chance. They reported that they did not want to see it as another educational "innovation" that would come and go.

The conclusions of the Pilot Schools study combined and compared participants' reactions from Phase One and Phase Two schools. The Phase One participants' understanding about SBM had evolved and become more clear during the course of the past two years. Phase Two participants stated that they understood theoretically what SBM was supposed to do, but wanted to see what they would be able to do as they

put SBM into practice. However, the understanding of exactly what could be implemented in terms of school policy and practice under SBM was cloudy and uncertain for both Phase One and Phase Two respondents.

As a result of the help from Phase One schools, the Phase Two schools adopted SBM at a faster rate than the Phase One schools. With regard to exactly how the implementation process was proceeding, all the Phase One and Phase Two schools had their SBM councils set up and had council meetings. Beyond that, the schools varied widely on the implementation continuum. Some schools had made and implemented several decisions while others were still in the goal development stage.

Site based management goals, in many instances (particularly with Phase One schools), emphasized curriculum and instructional changes. These changes were more indications of existing efforts than overall sweeping changes. Phase Two schools were still in the process of deciding upon SBM goals.

Impact

After two years of implementing SBM, Phase One schools had used their decision making power most often to make changes in the area of curriculum (eg. textbook selection). Budgetary management was the second most significant area where SBM had an impact. School climate was also reported

to have been positively impacted. Other areas such as personnel, parent/community involvement, and student achievement were only mildly affected or not affected at all by SBM at the time of the interviews.

The researchers believed that it would take at least several years before SBM would have an impact on student achievement. It was believed that SBM would not be able to affect the most significant aspect of personnel, which in the respondents' opinions, was having a say on who would teach in the school.

SBM Facilitators

The principal was identified as the major facilitator to the SBM process in the Phase One schools. Staff characteristics such as openness to change, positive thinking, and a willingness to work collaboratively were strong facilitators as well. The achievement of professional empowerment was also recognized as being an important facilitator to SBM.

SBM Barriers

The respondents at the SBM schools believed that the central office was their greatest barrier to implementing SBM. They believed that the major reason for this was because central office did not want to give up power. A lack of resources, particularly time and energy needed to implement SBM was also mentioned as a major barrier.

In analyzing the data as a whole, it was reported that the great majority of the barriers to implementing SBM had resulted from a number of tensions within the district. Most significant seemed to be the tension between the central office/school board and the local schools with regard to the boundaries of SBM decision making (i.e. what decisions can be made). There was the perception that the power structure of the central office/school board was at times either unwilling or unable to empower the local SBM councils.

There were also tensions between the MTEA and their teachers at the SBM sites. Many of the teachers reported feeling that their union should be willing to permit them to make exceptions in the seniority clause and their work schedules because they were SBM schools and were involved in decision making.

MPS SBM Workshops Evaluations

Milwaukee Public Schools did two SBM workshops for new Pilot Schools entering the SEM program. They were the SBM Orientation Workshop and the Council Member Workshop. The SBM Orientation Workshop done by Hixson of NCREL. The Council Member Workshop was done by Boone and Associates with assistance from the author of the MARP. The Council Leader Workshop, developed as a result of the MARP, is

presented in detail in Appendix L (The MPS SBM Implementation Program).

SBM Orientation Workshop

The SBM Orientation Workshop was a two hour presentation regarding the necessity of school improvement in general and especially SBM. It was a highly motivational workshop designed to inspire and empower the newly established SBM school staffs. Attendance was after school on a voluntary basis. The teachers were paid their hourly rate for attending the session. The workshop objectives and agenda are presented in Appendix L.

The evaluation of the SBM Orientation Workshop was an informal one based on the participant's comments. An objective of the SBM Orientation Workshop was to provide the participants with a working knowledge of SBM in MPS. Consequently, when the participants attended their next SBM Workshop (Council Member) in the sequence, they would be familiar with SBM in MPS. Based on the many questions and extensive confusion by the participants at the Council Member Workshop, they were lacking a "working knowledge of SBM in MPS." Therefore the SBM Orientation Workshop did not satisfy that objective.

Hixson's presentation did seem to satisfy the other objectives. It did document the need for school improvement, explained the benefits of SBM and developed a

sense of motivation and commitment to SBM. His presentation took the two hours and there was no time for questions.

No change is necessary in the content of Hixson's presentation. It should be video taped to allow members of SBM schools who did not attend to see his presentation later. This would result in all members of a SBM school staff to have a common exposure to his expertise.

The Hixson presentation needs to be supplemented by a panel discussion at each new SBM school. This panel would consist of MPS staff involved in SBM. They would present information and answer questions about SBM in MPS. The result would be that these staffs would have a working knowledge of the MPS SBM program.

SBM Council Member Workshop

The second workshop was the done by Boone and Associates. It was the SBM Council Member Workshop (Appendix N). Actually because of a shortage of substitute teachers and funds only one half of the council members were able to attend. This workshop was evaluated by giving the participants the officially sanctioned MPS Department of Staff Development Questionnaire (Appendix J).

The results from the MPS Department of Staff Development Questionnaire which the Burroughs Middle School participants completed at the end of the CM workshop, are presented in Table 11. The sixteen questions were divided into three

categories: Appropriate (Questions 1-4), Content (Questions 5-10), and Presenter (Question 11-16). The responses were on a five point continuum ranging from NOT AT ALL (Number One) to OUTSTANDING (Number Five). There was also a sixth category of response (NOT APPLICABLE).

Table 11

Participants' responses on the Department of Staff
Development Inservice Evaluation Form

| Question | Not App | Responses | | | | | N | Mean | Standard Deviation |
|----------|---------|-------------|----------------|----------------|----------------|--------------------|-----|------|--------------------|
| | | at all 1 | Some what 2 | Mod erate 3 | Very much 4 | Out stand ing 5 | | | |
| 1. | 1 | | | 2 | 9 | | 11 | 3.8 | 0.41 |
| 2. | 1 | | | 2 | 9 | | 11 | 3.8 | 0.41 |
| 3. | | | 2 | 2 | 8 | | 12 | 3.5 | 0.80 |
| 4. | 1 | | 2 | 3 | 8 | | 11 | 3.7 | 0.47 |
| 5. | | | | 2 | 8 | 2 | 12 | 4.0 | 0.60 |
| 6. | | | 3 | 5 | 3 | 1 | 12 | 3.2 | 0.94 |
| 7. | | | | 4 | 7 | 1 | 12 | 3.8 | 0.62 |
| 8. | | | | | 8 | 4 | 12 | 4.3 | 0.49 |
| 9. | | 2 | 3 | 4 | 3 | | 12 | 2.7 | 1.07 |
| 10. | | | | 5 | 5 | 2 | 12 | 3.8 | 0.75 |
| 11. | | | | | 6 | 6 | 12 | 4.5 | 0.52 |
| 12. | | | 1 | 2 | 9 | | 12 | 3.7 | 0.65 |
| 13. | 1 | | 1 | 5 | 4 | 1 | 11 | 3.5 | 0.82 |
| 14. | | | 2 | 2 | 7 | 1 | 12 | 3.6 | 0.90 |
| 15. | | | | | 7 | 5 | 12 | 4.4 | 0.52 |
| 16. | 1 | 1 | 1 | 4 | 3 | 2 | 11 | 3.4 | 1.21 |
| Totals | 5 | 3 | 13 | 42 | 104 | 25 | 187 | | |
| Percent | 3 | 2 | 9 | 29 | 72 | 17 | | | |

NOT APPLICABLE was chosen a total of five separate times, once each for Questions One, Two, Four, Thirteen, and Sixteen. This choice was made by only one person per question out of twelve persons (8%) for five different questions.

NOT AT ALL, was chosen a total of three times for two questions. There were two NOT AT ALL choices for Question Nine (Was the number of sessions adequate for the topic?) and one for Question Sixteen (Do you feel a follow-up session on this topic is needed?). SOMEWHAT was chosen thirteen times for seven different questions. Three participants choose SOMEWHAT for both Question Six (Were the expected outcomes made clear to you at the beginning of the inservice?) and Question Nine (Was the number of sessions adequate for the topic?). These two questions have the lowest mean scores. This would imply that there was some ambiguity about the expected outcomes of the workshop and that more time was desired to feel adequately prepared for SBM.

Question Eleven had the highest mean (4.50). This question wordered about the presenter's knowledge in the subject area. Most participants thought the presenters were very knowledgeable in the area of SBM processes.

Question Fifteen had the next highest mean (4.42). This question was concerned with the amount of discussion and interaction between the participants. Most of the

participants rated this aspect of the workshop as very positive.

Question Eight asked about the planning and execution of the workshop. The participants felt positive about this aspect of the workshop as well. They thought the workshop was well planned and well executed

Question Five wanted to know if the workshop was worthwhile. Again most participants rated the workshop as very valuable and worthwhile. They felt that the investment of their time was worth it.

Overall, the criticism of the workshop does not seem to be with the presenters or the topics but with the clearness of the objectives and the shortage of time. Site based management being a new concept and process, sufficient time is necessary to accept the concept and learn the process. The pattern of responses suggests that the participants generally approved of the workshop but would like more time to learn about SBM and would like to increase their skill level.

The Council Member Workshop should be changed by substituting a role-play of a SBM council meeting instead of discussing and prioritizing local school concerns. Several agenda items should be combined to make time for "Feedback Rules" and time for practicing how to give feedback to another member of SD's Council. The Assertiveness

Training should be included with Conflict Resolution. "I-Statements" should be a part of Communication.

MARP Activities

In Chapter Three the steps taken to complete the MARP were described. Data were collected, summarized and analyzed for the purpose of developing the comprehensive SBM program for MPS to use in making the transition from traditional management to SBM. The resulting steps taken to complete the study included the following:

1. The SBM Implementation Time Table (Appendix R) was followed. It went from April, 1989 to September, 1990 and features the major activities of this study with expected completion dates.

2. Data collection was done in three ways: Review of the literature, the SBM Interview and feedback from the MPS SBM pilot schools (Grant, McCarthy, Volpiansky, 1989). These data were used to answer the Research Questions.

3. The SBM Interview was developed and validated for content as a result of this study.

4. The SBM Interview was administered by telephone to all members of the Council Of Great Cities Schools, an organization of the forty-five largest urban school systems.

5. An SBM Orientation Workshop for local school staff, community members, and central office/SDA staff was presented and evaluated.

6. A two day training workshop for council members (Council Member Workshop) was done by a consulting firm contracted by MPS. The author of the MARP assisted in the facilitation of the Council Member Workshop.

7. A one day workshop was developed for Council Leaders and central office/SDA staff. The workshop was designed to train the Council Leaders to effectively lead SBM council meetings. The workshop contained topics, strategies and practice opportunities that were directly related to SBM council meetings.

8 The eighth step was The MPS SBM Implementation Program (Appendix L) which was produced by the merging of collected data into categories. The categories were the Chapter headings for the MPS SBM Implementation Program. These Chapter headings were as follows:

Chapter One, Non-SBM School Transition to SBM.

Chapter Two, Long Range SBM Support Practices.

Chapter Three, SBM Workshop Training.

They were developed from the research questions and the topics in the review of the literature for the MARP.

Definition, Description and Implementation of SBM, Role and Training of Central Administrators and Participative Management were combined into Chapter One, Non-SBM School Transition to SBM. School Improvement Strategies and Organization Development, Training of School Staff, Adult Education Methodologies, and were combined into Chapter

Three, SBM Workshop Training. Waiver Policy and Supportive Research were combined into Chapter Two, Long Range SBM Support Practices.

The ninth step was to present the MARP to MPS. The final document was given to the MPS SBM coordinator along with a verbal summary of the MARP. The MPS SBM coordinator was appreciative for the MARP and is studying its implementation into MPS.

Research Questions

The MPS SBM Implementation Program is presented in Appendix L. It is designed to give the MPS a plan to follow in preparing non-SBM schools to become SBM schools. The plan was developed by answering the research questions for the MARP. The research questions were answered by collecting data in the following three ways:

1. Review of the literature.
2. Administration of the SBM Interview to the members of the Council of Great City Schools.
3. Summarizing the SBM Pilot Schools Study done by Grant, McCarthy and Volpiansky (1989).

Research questions one through five were answered by the review of the literature and the SBM Interview. Research question number six was answered by analyzing the SBM Pilot Schools Study.

In answering the research questions for this MARP there was some overlap in several areas. For example the participative management strategy called Quality Circles was discussed several times. The area of training and workshops is fundamental to any school improvement change strategy and is therefore, discussed in several research questions. There is also overlap regarding the role of central office administration and SDA staff.

Research Question Number One

Research question number one was concerned with, "How do other school systems define their SBM programs, how do they implement SBM into their school systems and what additional elements should the MPS district-wide program contain as more buildings become SBM?" This research question was expanded to include a general description of SBM urban programs since the word "define" was too narrow in scope. "Additional elements" included the general area of School Improvement and the specific discipline of Organization Development since both of these were often cited in the SBM literature.

The typical SBM program was described as a process through which the decision making is shared by a council representing school staff, parents and community and when appropriate, students. Their responsibility usually includes decision making in some combination of the

following areas: budget, curriculum, personnel. The impact the SBM council has on each of these areas depends on their school board and superintendent. In some cases, an outside force such as the state legislature, mandating areas that the SBM council will control.

School systems usually implement SBM into their district on a pilot basis, adding schools on a gradual basis. The exception to this gradual implementation was state mandated SBM programs in which all schools were to start at a designated time.

School improvement strategies and OD techniques were included in the SBM training programs. The MPS SBM workshops included elements described in the school improvement and OD literature. Examples are, team building, trust building, communication and group dynamics. These approaches were designed to make a school building's culture a supportive one in the midst of the frustrations inherent in the transition from non-SBM to SBM.

Quality Circles are an additional element that MPS should add to their SBM program. Quality Circles are small groups (six to eight) of people doing the same job who meet together on a regular basis to identify and solve problems. Quality Circles would enable a larger number of staff members to be involved in the schools governance than just the members of the SBM council.

Research Question Number Two

Research question number two was concerned with, "How do other school systems train their staffs to be skilled in SBM strategies? This includes the local school staff and central office administrators and SDA personnel." This research question focused on how to prepare and train a school staff to move from a traditional style of school management to SBM.

Training was done by either internal or external consultants or both. Several avenues were utilized to train staff such as inservice days, after school workshkops, peroidic meetings, peer coaching strategies and discussion groups. Adult education methodologies were an essential element of effective SBM training programs.

There was variety in the content of the SBM training that school systems utilized. This was because in many cases local schools had flexibility when it came to their own training. Team building, communication, problem solving, meeting skills, and orientation to the SBM process were typical areas of content. Other areas were included depending on the districts specific needs.

Some districts needed information on budgetary processes and content. Central administrators and support staff received training in organization development and the change process. They needed insight into how to adjust to the changes in their roles in working with SBM schools.

Research Question Number Three

Research question number three was concerned with, "How does the SBM process in MPS compare to other urban SBM programs and SBM programs described in the literature and what obstacles could MPS avoid? What can be learned from participative management programs in business and industry to assist in the development and implementation of the MPS SBM program?" The SBM programs described in the literature were basically similar because by definition they contained the same elements.

The major obstacle described in the literature and by the SBMI interviewees was the role played by resistant central office administration staff. Central office staff were often not prepared for the changes in role that was expected of them. In SBM, the central office and SDA staff were to stop making decisions for local schools and help them to make their own informed decisions.

Participative management programs in business and industry were similar to SBM in that they are both concerned with improving their organization's effectiveness by empowering their workers. In business and industry, participative management programs are typically called Quality Circles. Their purpose is to use consensus and interactive approaches in small groups to improve performance. Quality Circles generate suggestions by teachers for ways to solve problems that they face. The

process is designed for a small group (six to eight) of people with similar responsibilities to do active problem solving. They do so by first selecting a problem, collecting data regarding the problem, brain storming solutions, choosing a solution, and presenting their solution to management in a formal presentation with visuals such as graphs, charts, documented data and the predicted success rate of the proposed solution.

The distinction here is that a school could have several Quality Circles actively involved in problem solving rather than just one large SBM council. The concepts could be combined by having the Quality Circles make their presentations to a joint group consisting of the SBM council and central administration staff.

Research Question Number Four

Research question number four was concerned with the following: How do other SBM programs obtain waivers from local or state rules and regulations? Very little was written about waivers in the literature. School systems either granted waivers on an individual school basis or they did not make exceptions. If they did grant a waiver, the school would be held accountable to accomplish their projected goal. Dade County was the only system to actually encourage local schools to apply for a waiver. This seemed to be possible because of the excellent mutual cooperation between the administration and the teacher's union.

Research Question Number Five

Research question number five was concerned with, "What techniques do other SBM programs utilize to generate teacher/staff bargaining unit support?" This issue was not addressed directly in the literature, instead, there were articles supporting the value of SBM to all components of a school system. Mutual support for a SBM program depended on the existing relationship between the administration and the teacher's bargaining unit. This cooperation was encouraged by having the teacher's union and the administration jointly plan how SBM would be defined in the school system. Evidence of this cooperation was reflected by having SBM information printed on stationery with a letterhead that contained both the administration's and the teacher's union name.

If trust and cooperation were lacking, both the administration and the bargaining unit had to be convinced the SBM program was in their best interest. Supportive research that confirmed the value of SBM in empowering teachers and solving education problems helped staff see the value in cooperating to make the implementation of SBM successful.

The implementation of SBM is increasing throughout the nation. This is especially true among school executives who are familiar with the findings of the effective schools research. According to Stever (1989:19),

although educators have been paying lip service to the school based management notion for years, now a number of school systems are putting their money where the principal's office is.

Site based management is being heralded in some quarters as a new approach to resolving problems in schools and districts bogged down with inertia, tedium and paperwork. The solution is to pass the power around (DePree, 1989).

Research has supported several aspects of the SBM concept. Hodges (1986:22), reports on several benefits of a SBM program:

Every major research study on what makes an excellent school cites the principal as the person who determines success or failure. Second, it would credit both site administrators and faculties with the presumed knowledge and ability to make valid educational decisions. Third, it would engage teachers in issues most directly affecting classroom instruction, discipline, curriculum content, class size variations, changes in the daily schedule, staff training requirements, and a host of others which affect student achievement. Finally, shared decision-making produces a sense of ownership.

Research Question Number Six

Research question number six was concerned with, "How well did the MPS Pilot Schools program work and what aspects of that program should be continued, modified or deleted?" This question was answered by the evaluation study of the MPS Pilot Schools done Grant, McCarthy, and Volpiansky (1989). The general conclusion was that in spite of any tension and frustration, all SBM schools wanted to continue to be SBM. None wanted to return to being a non-SBM school.

The MPS SBM Implementation Program

The MPS SBM Implementation Program is presented in Appendix L. It included the expected responsibilities of the MPS central administrators and SDA staff in assisting the non-SBM schools make the transition to SBM in the most effective manner possible. The MPS SBM coordinator is the person responsible to prepare these central administrators and SDA staff to fulfill their duties. Therefore, her duties were highlighted and presented in detail in the MPS SBM Implementation Program.

The MPS SBM Implementation Program includes the following: SBM implementation techniques for MPS to utilize in making the transition from non-SBM schools to SBM, applicable ideas from business, obstacles to avoid when implementing SBM, SBM training topics and workshop objectives for local school staff and central office/SDA staff for the three SBM workshops. The three types of workshops were as follows: SBM Orientation Workshop, Council Member Workshop, Council Leader Workshop.

The SBM Orientation Workshop gave the new Pilot School staffs an overview of what SBM was and what advantages SBM would have for them in improving their school. The Council Members workshop was for the new members of the school's SBM Council to teach them how to work together as a team. The Council Member workshop also addressed the mechanics of how

SBM would operate in their school and what their responsibilities would be as council members representing their constituencies. The Council Leader workshop was for the SBM Council leader who would be the chairperson of the council. This workshop focused on leadership strategies to increase communication effectiveness, team building, group dynamics, and an explanation of the expected responsibilities for the SBM Council leader.

The central office administrators and the SDA personnel were expected to be familiar with each of these three workshops, especially the Council Leader workshop. The central administrators and the SDA personnel were to serve as consultants to the SBM Council leaders and assist them in carrying out their newly obtained responsibilities.

In order to increase the workshops' effectiveness, teaching strategies from the field of adult education were included in all three of the SBM workshops. These adult education methodologies came from the education, psychology, management, and human resources literature.

The MPS SBM Implementation Program is presented in Appendix L as a self-contained document with Appendixes. It is divided into the following three chapters: Chapter One, Non-SBM School Transition To SBM, Chapter Two, Long Range SBM Support Practices, Chapter Three, SBM Workshop Training. Chapter One discusses the sequence of activities necessary for a school to go from non-SBM to SBM. Chapter

Two discusses obstacles and barriers to the effective implementation of SBM in MPS. Chapter Three, on SBM Workshop Training contains the objectives and agendas for the three SEM Workshops and a detailed description of the SBM Council Leader Workshop.

SBM Council Leader Workshop

Background

As a result of the MARP, the agenda for a SBM Council Leader training workshop was developed and is presented in Chapter Three of the MPS SBM Implementation Program (Appendix L). It included workshop objectives, appropriate handouts and follow-up material necessary for the participants to understand and implement the SBM process at their school. The data collected from the SBMI, the Pilot School Study and the literature were combined to develop the training module to assist the SBM council leader to run their SBM meetings effectively. Most of the business of the SBM council (planning, evaluating, deciding, sharing) is done in meetings. The SBM council meets in committees, subcommittees, and with the complete school staff. The SBM council is representative of many constituencies, varied interests and experience. The goal was for the participants of the workshop (council leader and central office/SOA staff) to understand the dynamics of groups and to be able

to apply that knowledge and those skills in their SBM council meetings.

Especially important is for the SBM Council Leaders and the central office/SDA administration staff to be able to evaluate and understand the process of the SBM council meetings. With this knowledge, they will be able to provide the council members with feedback regarding their behaviors that facilitate and those that impede progress at SBM meetings.

To train the SBM Council Leaders most effectively, strategies and methodologies from adult education were included. Also included were ideas and techniques from both the field of human resources and educational staff development.

Effective adult education addresses three general components: knowledge, skills, and attitudes (Bellman and Kelly, 1986). For SBM training workshops, these three were especially important. The SBM council needs "knowledge" of school improvement in general and SBM specifically. This is referred to as "consulting the knowledge base." The SBM council members and especially the council leader need the "skills" necessary to run smooth, efficient, problem solving meetings. The council leader needs conflict resolution skills and strategies to deal with the inevitable differences that will arise at meetings. "Attitudes" must be addressed in SBM training because an essential ingredient

of effective SBM application is a common mission and vision. The SBM council must really feel committed to the process and believe that it and they can make a difference.

Skills that the SBM Council Leaders need include the understanding of group dynamics, and problem solving strategies. Grafft (1985) reported that communication was a key element in conducting effective meetings and required the participants to pay constant attention to their communication skills. He recommended three components to be included as a part of communication: listening, speaking, and resolving differences.

According to Wood (1984), the acquisition of knowledge and skills in such areas as group dynamics, clear, persuasive self-expression and team building were essential when subordinates participate in decision-making enterprises on equal terms with their superordinates.

Quichi (1981) stated that productivity cannot exist without trust. Trust is many small items; yet for a successful school or business, it is a crucial ingredient. When that trust bond is broken by harsh feelings, criticism, negative expectations and disrespect, productivity suffers. When it is fostered by a climate of sharing and caring, positive feedback and mutual respect, productivity increases and individuals become a team. To accomplish their tasks and reach their goals, the SBM council members needed to be

a team with trust and open lines of communication between all SBM council members and the SBM council leaders.

Problem solving strategies and efficient chairing of meetings are essential to the effective functioning of the SBM council. Brainstorming is a typical problem solving strategy. Bellanca (1983:22) recommended the DOVE Guidelines to remember the rules of brainstorming. These Guidelines summarized the following brainstorming rules in an easy to remember format:

Defer judgement, discussion, debate.
 Off-beat ideas help the flow
 Vast number of ideas first.
 Expand each other's ideas, enable creative breakthroughs, encourages contributions.

Morton (1988:3) studied the question of effective problem solving in small groups. He developed a series of guidelines that SBM council leaders need to remember to make their meetings more productive and effective. There were nine responsibilities that he recommended:

1. State the problem. This should be done before the meeting in writing.
2. Clarify the problem. During the meeting the problem may have to be redefined depending upon issues and data presented.
3. Develop alternatives. Be careful not to avoid any reasonable options.
4. Keep the discussion on track. Ask the members of the group to help keep the discussion on the subject.
5. Summarize. When someone says, 'It seems to me that this is a fair summary of what's been said so far,' it clarifies positions and gives everyone a welcome breathing space. Summarizing may also reassure everyone that, despite the confusion, progress is being made.
6. Define the consequences of choices. Discuss all the possible effects on everyone involved, direct and indirect, now and in the future.

7. Test commitment to the decision. After a full discussion of consequences, is the group still committed to its choice? Draw out second thoughts that anyone may have.

8. Make the decision. Push for a firm statement that reflects the thoughts and feelings of everyone around the table. Express the statement out loud and confirm that everyone subscribes to it. No one should leave the room with a question about what has been decided.

9. Create a plan of action. Define individual responsibilities clearly and get agreement on future deadlines before the meeting is adjourned. Later, distribute a written summary.

Knowing and applying these guidelines will help council members make the most efficient use of their time at SBM council meetings.

SBM Council Leader Workshop Preparation

Several preparations were necessary to prepare for the SBM Council Leader Workshop. The plan was for the participants at the council leader workshop to be sent a written invitation to the one day workshop. The invitation would be signed by the president of the school board, the superintendent of schools, the community superintendent and the executive director of MTEA. The workshop location would be at the school's business partner's conference room. The conference room would be very comfortable, snacks would be provided, the location would be convenient and it would be fully equipped with the necessary audio-video workshop equipment.

The workshop would be held on a school day. Substitute teachers would be provided as needed for the teachers.

Student representatives would fill out the usual field trip permission forms. The workshop time would be from 8:00 AM to 5:00 PM and would include an elaborate lunch provided gratis by the business partner and/or MPS. The workshop day would be longer than the school staff's usual work day so they would be paid for the extra time at their hourly rate.

The results of the Council Leader Workshop would be evaluated by giving the participants the MPS Department of Staff Development Inservice Questionnaire (Appendix J). The MPS Department of Staff Development Inservice Questionnaire was the instrument sanctioned and recommended for all adult education training programs done with MPS staff.

The facilitator for the SBM workshops should be a MPS training staff person who had been trained in Adult Education Methodologies and SBM applications. It will be valuable if the facilitator was assigned to the SBM school and would maintain a consultive relationship with the SBM council there.

One week before the SBM workshop the participants would be sent Grafft's (1985) article "Teaming Up For Excellence" cited in this study to give them background on SBM and its application. They would also receive a copy of the Report of the Executive Committee on SBM to the Superintendent of Schools (Appendix O). The Executive Committee Report outlined the MPS school board's vision of how they define

SBM and what they expect from all parties involved, including themselves and the central office administration. The theme of the Executive Committee Report was very supportive of the SBM process as seen by the following:

These policies will need to be flexible and should be reviewed to ensure that they are enabling rather than constraining, and directed toward the ultimate end of the further professionalization of teaching. Site based management is seen as a developmental process, not a prescription of what must be in each individual school. We expect that each school involved in the process will develop its own plan for site based management. This document should, therefore, be viewed as a framework to guide rather than control school initiatives (1987a:i).

SBM Council Leader Workshop Content

Concern and commitment were necessary but not sufficient to establish a workable program in a school. Date' and Hoskins (Wollman, 1985:128) reported on the importance of skill along with will in the following way:

Thus two comments that are assumed necessary for positive interaction are caring and effort. However, these components, though important, are only part of the picture. They are like two legs of a three legged stool. The indispensable element so often overlooked is skill. In order to relate harmoniously to others while working, one needs to be competent. Acting in peaceful ways is not so much a matter of will but of skill.

Since effective SBM council meetings involves process as well as content, skill development along with learned information would be necessary (Carpenter, 1977). For the MARP, the topics that were deemed essential for the One Day SBM Council Leader Workshop were six content-process areas.

SBM Council Leader Workshop were six content-process areas. These workshop topics are as follows: (1) Introduction; (2) Team Building/Ice Breakers; (3) Perception; (4) Communication and Conflict Resolution; (5) Problem solving, and (6) Group process/Meeting Skills. Experiential exercises were selected that encompassed Adult Education Methodologies to teach the skills related to these content-process areas.

Introduction

The SBM Council Leader workshop will be opened with an introduction and an overview of the day. Information regarding current SBM policies will be shared. Questions will be answered related to any unfinished business from the previous SBM workkshops.

Team Building/Ice Breakers

The first phase of any group session was the orientation phase, when people first come into the group. At this stage, they are just strangers. According to Renner (1990:22),

They may work together or have taken another course together, but at this stage they're still relative strangers. They all have their own agendas and essentially keep to themselves.

At this point in the workshop, the participants needed some type of Icebreaker activity.

Prutzman (1978) detailed the importance of team building for participants before they focused on skill building during training workshops. Participants need to begin to understand both their own feelings and the feelings of others. They need to become aware of the advantages of working together, rather than against one another, to solve problems. Cooperation and community building exercises, therefore, are essential.

Perception

In many situations there are often perceptual distortions concerning your own and the other person's behavior, motivations, and opinions. According to Johnson (1972:210), many of these distortions in perception were so common that they can be found in almost any conflict situation, whether it is between two individuals, two groups, or two countries. These distortions were as follows:

1. Mirror image: It is r common for both you and the other person to feel that you are an innocent victim who represents truth and justice and who is being attacked maliciously by an evil enemy. In most conflicts, both parties are firmly convinced that they are right and the other person is wrong, that they want a 'just' solution but the other party doesn't.

2. Mote-beam mechanism: Often in conflict situations each party clearly perceives all the underhanded and vicious acts of the other party while being completely blind to identical acts engaged in by oneself. In most conflicts both parties repress all awareness of the mean things they do to the other person but become quite indignant about the mean things the other person does to them.

3. Double standard: Even if both parties are aware of identical acts engaged in by themselves and the other person, there is a strong tendency to feel that what is legitimate for you to do is illegitimate for the other person to do.

4. Polarized thinking: It is common in conflict situations for both individuals to have an oversimplified view of the conflict in which everything they do is good and everything the other does is bad.

Hart (1981:XI) described the importance of perception in conflict:

Conflict is almost always caused by unlike points of view. Because we have not learned exactly alike, and because we therefore see and value things quite differently, we vary in our belief as to what things are or should be.

Crum (1987:15) emphasized that a change of perception, can be important in helping solve conflicts. The daily struggles and conflicts are still there. It is our relationship to them that can be totally different.

Instead of seeing the rug being pulled out from under us, we can learn to dance on a shifting carpet. The stumbling blocks of the past magically become stepping stones to the future, The walls and boundaries of old can offer interesting vistas as we move beyond them.

Communication/Conflict Resolution

Communication accounted for 70 percent of people's waking time as reported by Bolton (1979). And of that time, writing took 9 percent, reading absorbed 16 percent, talking accounted for 30 percent and listening occupied 45 percent. Listening as a skill was very important for each of the SBM council members to engage in, for effective meetings to be their norm.

Unfortunately, few people are good listeners. Even at the purely informational level, researchers claim that 75 percent of oral communication is ignored, misunderstood, or quickly forgotten. Rarer still is the ability to listen for the deepest meanings in what people say. How devastating, but how common, to talk with someone about subjects of intense interest to oneself only to experience the stifling realization that the other person was not really listening and that his responses were simply automatic and mechanical. This realization often led to hidden agendas, wasted time and conflict between people at SBM council meetings (Bolton, 1979).

In contrast, the "language of acceptance" (Active Listening) has the potential to change an angry disputant into a caring friend (Appendix P),

When a person is able to feel and communicate genuine acceptance of another, he possesses a capacity for being an effective helping agent. Acceptance of the other, just as he is, is an important factor in fostering a relationship in which the other person can grow, develop, make constructive changes, learn to solve problems, move in the direction of psychological health, become more productive and creative, and actualize his fullest potential. It is one of those simple but beautiful paradoxes of life: when a person feels that he is truly accepted by another, as he is, then he is freed to move from there and to begin to think about how he wants to change, how he wants to grow, how he can become different, how he might become more of what he is capable of being (Gordon, 1974:56).

Active listening is a powerful strategy to help SBM council members assist each other in handling the stress and change produced by a new way of doing things such as SBM.

The ease with which miscommunication can disrupt a school's SBM program and cause conflict was demonstrated by the Rumor Clinic Exercise (Appendix Q). The goal of this exercise was as follows:

To illustrate the distortions in communication information as it is transmitted from the original source through several individuals to a final destination (Pfeiffer and Jones, 1970:14).

The most important aspect of communication was not what was said or written, but the perception that was left by the communicator. Communication managed positively avoided the us-versus-them perception seen so often in conflict situations (Barton, 1990).

Conflict itself is a neutral term, like power or energy. It has both positive and negative characteristics. Conflict can promote intimacy, cause growth, be a vehicle for self-awareness, promote trade, increase knowledge of the world, encourage cultural exchange and help to solve problems. It is our beliefs about conflict and our methods of handling it that cause the problems. Belief systems that hold that "differences are bad," that "for me to win, you must lose," that "we are separate from each other," are beliefs about conflict that will lead to difficulties in problem solving (Dye, 1983).

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It will be useful for the Council Leader to be able to understand the conflict cycle. It also helps to know that most conflicts, large or small, interpersonal or

international, follow pretty much the same pattern (Appendix R). The ingredients of a conflict are as follows:

Two or more people who interact and perceive incompatible differences between, or threats to their resources, needs, or values. This causes them to behave in response to the interaction and their perception of it. (This is the point of conflict.) The conflict will then escalate or de-escalate. The conflict will escalate if: 1. There is an increase in exposed emotion, e.g., anger, frustration. 2. There is an increase in perceived threat. 3. More people get involved, choosing up sides. 4. The people were not friends prior to the conflict. 5. The people have few peacemaking skills at their disposal. The conflict will de-escalate if: 1. Attention is focused on the problem, not on the participants. 2. There is a decrease in exposed emotion and perceived threat. 3. The people were friends prior to the conflict. 4. They know how to make peace, or have someone to help them do so (Kreidler, 1984:12-13).

All of this can take place in the space of three minutes, or three months, depending of the specific conflict.

Conflict resolution has the potential for positive results as described by Hart (1981:9):

Conflict releases energy at every level of human affairs-energy that can produce positive, constructive results. Two things should be recognized here. First, conflict is an absolutely predictable social phenomenon. Second, conflict should not be repressed, but channeled to useful purposes. The role of the trainer, human resource developer, and OD specialist is to help others analyze developments, and learn about why people behave as they do in conflict situations.

These insights are valuable for the SBM Council Leader in dealing with conflicts that arise during council meetings.

Problem Solving

The workshop participants should be taught the importance of creative thinking and how often problems

contain their solutions within themselves. Von Oech (1983:9) listed the mental locks that prevent people from utilizing their natural creativity:

1. The right answer.
2. That's not logical.
3. Follow the rules.
4. Be practical.
5. Avoid ambiguity.
6. To err is wrong.
7. Play is frivolous.
8. That's not my area.
9. Don't be foolish.
10. I'm not creative.

Williams and Stockmeyer (1987:104) agreed that people's natural creativity can be "unlocked."

Creativity is not only an art but also a skill, one that can be taught to anyone. Creative thought followed by creative action, this is the formula that breeds success in problem-solving, in work, in relationships, and in life!

Techniques and rules of Brain Storming were shared with the workshop participants as a strategy to be considered during council meetings to assist in the search for solutions to their problems. According to Hawley and Hawley (1979:69), the rules were as follows:

1. Express no negative evaluation of any idea offered.
2. Work for quantity.
3. Encourage off-beat or half-formed ideas.
4. Expand or elaborate on one another's ideas wherever possible.
5. Record each idea.

Group Process/Meeting Skills

Burns and Howes (1988), addressed the need for group facilitators or trainers at each school. In MPS, the SBM council leaders would be these people with extra training to conduct effective meetings. Lakey (1984:79) listed several ingredients of a good meeting which a SBM council leader needed to consider for their sessions:

1. Commonly understood goals.
2. A clear process for reaching those goals.
3. An awareness that people come with their personal preoccupations and feelings as well as an interest in the subject at hand.
4. A sense of involvement and empowerment (people feeling that the decisions are their decisions; that they are able to do what needs doing).

Evaluation/Closing

The SBM Council Leader Workshop will be evaluated by the MPS Department of Staff Development officially sanctioned questionnaire. The results will be summarized, analyzed and utilized in future workshops. Thereby, continually making the Council Leader Workshop responsive to the participant's needs.

Chapter 5

INTERPRETATION, CONCLUSIONS, AND RECOMMENDATIONS

Interpretation

The MARP was concerned with answering six research questions and developing an MPS SBM Implementation Program. Data were collected by reviewing the literature, conducting the SBMI with the forty-five members of the Council of Great City Schools and summarizing the Pilot School Study done by G... , McCarthy and Volpiansky.

Research Question Number One

Research question number one was concerned with, "How do other school systems define their SBM programs, how do they implement SBM into their school systems and what additional elements should the MPS district-wide program contain as more buildings become SBM?" Also included in this research question was the general description of SBM urban programs since the word "define" was too narrow in scope. The general area of School Improvement and the specific discipline of Organization Development were "additional elements." Both of these topics were often discussed in the SBM literature.

When the data from the literature, the Pilot Schools Study, and the SBM Interview of the Council of Great

Cities Schools are combined there seems to be agreement regarding the definition of SBM. Site based management is an ongoing process unique to a specific school building rather than a general product or destination. Consequently, creativity and flexibility are key concepts to apply to any effective SBM program.

Ramsey (1988) thinks of SBM as a process, based on democratic principles, which empowers the local schools with the ability to make decisions regarding their unique needs. These decisions include educational planning, personnel needs, material resources, and special needs. Site based management promotes ownership, commitment, and accountability through the school and community working together to improve the quality of education. Consequently, the entire Milwaukee community can have input into their local schools. The impact of this ownership will be that all of the community will be invested in the school's problems and solutions.

Components included in the definition of SBM besides process is that it is a school improvement strategy, change oriented, participatory and representative, and there is a commitment by the school staff to some commonly held vision regarding the possibility for mutual empowerment toward the goal of all students succeeding.

Site based management helps to balance the decision-making accountability between the school and the district

and this results in school improvement. The content, the "what" is set at the district level; strategies, processes, "how" the instructional program will be delivered, is determined at the school level. According to Saphier and King (1985), school improvement emerges from the confluence of four elements: the strengthening of teachers' skills, the systematic renovation of curriculum, the improvement of the organization, and the involvement of parents and citizens in responsible school-community partnerships. The existence of a culture that nurtures these elements is essential. School administrators set the tone for the organization and then it is up to the staff to keep the culture strong and accepting. The teachers need to see themselves as the instruments of change rather than the objects to be changed.

Site based management cannot be packaged in advance, as it is a type of innovation that requires changes in attitudes, values, and roles. Teachers, principals, and central office/SDA staff have to work out their own styles and techniques within a broad philosophy and model. Implementation, then, requires learning by doing and analyzing. Site based management calls for new processes and relationships. Success is based on internal growth and development.

Constant change and improvement are components of any SBM program. The need to be flexible applies to the total educational community from the Board to the local school. By definition, to have a SBM program means the traditional power structures need to be willing to let the school's SBM council have increasing authority over their building. The demands for SBM council empowerment should and will manifest themselves in sporadic, unpredictable fashion. The traditional power structures need to understand, accept and support that SBM process.

The SBM council's decisions usually include some combination of the following areas: Budget, Curriculum, Personnel. The impact the SBM council has on each of these areas depends on their School Board and Superintendent. In some cases, an outside force such as the state legislature, mandated areas that the SBM council will control. There is increasing pressure on urban school systems to improve or an outside group will take over. This group could be the parents/community (Chicago), a University, the State or a court. Because of the tremendous pressures on urban school systems, they must be improving or they are getting worse, they do not stay stable.

School systems usually implement SBM into their district on a pilot basis, adding schools on a gradual basis. The MPS has been successful in adding a small

number of volunteer pilot schools. As MPS enters the fourth year of their pilot program, there are thirty-six SBM schools out of 140 total schools. Schools have entered the program at a rate of eight to ten per year. This is a necessarily slow rate due to the lack of an overall SBM Implementation Program and a district wide SBM staff of only one person, the SBM coordinator.

School improvement strategies and OD techniques were included in the SBM training programs. The MPS SBM workshops included elements described in the school improvement and OD literature. Examples are, team building, trust building, communication and group dynamics. These approaches were designed to make a school building's culture a supportive one in the midst of the frustration inherent in the transition from non-SBM to SBM.

Quality Circles are an additional element that MPS should add to their SBM program. Quality Circles are small groups (six to eight) of people doing the same job who meet together on a regular basis to identify and solve problems. Quality Circles could be set up as committees of the SBM council and could be open to non-council members. Quality Circles would enable a larger number of staff members to be involved in the school's governance than just the members of the SBM council. The advantage of Quality Circles is that it is problem and solution

oriented. It encourages practical, workable solutions to a problem chosen by the Circle group. Therefore, Quality Circles can avoid some of the frustration and confusion reported by teachers in the Pilot Schools Study. The SBM council members reported frustration with the great expenditure of time taken to work on global issues such as their mission statement, goals for the year, and so forth. By including the Quality Circles approach, the SBM council will be able to demonstrate practical results more quickly and efficiently and achieve a feeling of success.

Research Question Number Two

Research question number two was concerned with, "How do other school systems train their staffs to be skilled in SBM strategies? This includes the local school staff and central office administrators and SDA personnel." This research question focused on how to prepare and train a school staff to move from a traditional style of school management to SBM.

There were a series of training opportunities available to assist a school staff to make this transition. Training starts with the principal since he/she is the key person in bringing SBM into their school. The SBM coordinator, the superintendent and successful SBM principals should give presentations to the non-SBM principals. Resistance from non-SBM

principals is probably largely due to a lack of information.

After the principal is interested, the school's staff needs to be inserviced regarding the benefits of SBM. A panel of MPS staff who have had a successful experience with SBM should give a presentation to the school staff. The SBM coordinator or other administrator from central office or the SDA should also be on the panel. Ample time for questions should be provided. The Pilot School Study found that one obstacle to SBM was a lack of information regarding how SBM operated in MPS. There was also a concern about whether the MPS administration was really committed to SBM. Having MPS administrators on the panel will give them the opportunity to answer questions and express their dedication to SBM in MPS.

Besides presentations, there are three types of SBM workshops provided. The three types of workshops were as follows: SBM Orientation Workshop, SBM Council Member Workshop, SBM Council Leader Workshop. The SBM Orientation Workshop gave the new Pilot School staffs an overview of what SBM was and what advantages SBM would have for them in improving their school. The Council Members workshop was for the new members of the school's SBM Council to teach them how to work together as a team. The Council Member workshop also addressed the mechanics of how SBM would operate in their school and what their

responsibilities would be as council members representing their constituencies. The Council Leader workshop was for the SBM Council leader who would be the chairperson of the council. This workshop focused on leadership strategies to increase communication effectiveness, team building, group dynamics, and an explanation of the expected responsibilities for the SBM Council leader.

The central office administrators and the SDA personnel were expected to be familiar with each of these three workshops, especially the Council Leader workshop. The central administrators and the SDA personnel were to serve as consultants to the SBM Council leaders and assist them in carrying out their newly obtained responsibilities. These central office/SDA administrators should serve as process observers at SBM council meetings. Their responsibility would be to give the SBM council feedback regarding their meeting process and how to improve meeting effectiveness.

In order to increase the workshops' effectiveness, teaching strategies from the field of adult education were included in all three of the SBM workshops. These adult education methodologies came from the education, psychology, management, and human resources literature. There is no doubt that staff development and successful innovation or improvement are intimately related. However, even in the narrow sense of successful

implementation of a single innovation, people have underestimated what it takes to accomplish this close interrelationship more fundamentally (Fullan, 1990). Effective staff development responds to how adults learn. Effective staff development minimizes threat, provides opportunity for practice and feedback, allows participants to share control of the learning experience, is experiential, and often occurs in teams (Joyce and Showers, 1980).

The details regarding the workshops for this MARP are in Appendix L (The MPS SBM Implementation Program). Appendix L includes the agendas of the workshops, the workshop objectives, and a list of the handouts presented at the workshops. The SBM Orientation Workshop and the Council Member Workshop are the revised versions after taking into account the evaluations of the original workshops. The Council Leader Workshop was designed as a result of the MARP. The Council Leader Workshop takes into account the data collected from the SBM literature and the results of the SBMI. The Council Leader Workshop was designed to enable a school make a successful transition from non-SBM to SBM and maintain their effectiveness in school improvement over time.

The essential nature of being adequately trained cannot be over emphasized. The shortage of training time, money and opportunities were noted as a problem in the

literature, the Pilot School Study and the results from the SBMI given to the members of the Council of Great Cities Schools. Creative efforts must be made to increase training opportunities for SBM schools and the central office and SDA staff who work with them.

Research Question Number Three

Research question number three was concerned with, "How does the SBM process in MPS compare to other urban SBM programs and SBM programs described in the literature and what obstacles could MPS avoid? What can be learned from participative management programs in business and industry to assist in the development and implementation of the MPS SPM program?" The SBM programs described in the literature were basically similar because by definition they contained the same elements.

The major obstacle described in the literature, in the Pilot Schools Study and by the SBMI interviewees was the resistance displayed by members of the traditional power structure such as the Board, administration, unions and Department of Public Instruction. Central office staff were often not prepared for the changes in role that was expected of them. In SBM, the central office and SDA staff need to stop making decisions for local schools and help them to make their own informed decisions. These central administrators need to be facilitators and accept

the saying, "There is no limit to what you can do if you do not care who gets the credit." The central administrators need to derive their satisfaction from seeing the local SBM council successfully making decisions that were formerly made by central office.

Participative management programs in business and industry were similar to SBM in that they are both concerned with improving their organization's effectiveness by empowering their workers. In business and industry, participative management programs are typically called Quality Circles. Their purpose is to use consensus and interactive approaches in small groups to improve performance. Quality Circles generate suggestions by teachers for ways to solve problems that they face. The process is designed for a small group (six to eight) of people with similar responsibilities to do active problem solving. They do so by first selecting a problem, collecting data regarding the problem, brain storming solutions, choosing a solution, and presenting their solution to management in a formal presentation with visuals such as graphs, charts, documented data and the predicted success rate of the proposed solution.

The distinction here is that a school could have several Quality Circles actively involved in problem solving rather than just one large SBM council. The concepts could be combined by having the Quality Circles

be committees of the SBM council and make their presentations to a joint group consisting of the SBM council and central administration staff.

The Milwaukee business community is concerned about the educational crises in the MPS. To respond as a group, they have established the Greater Milwaukee Education Trust (The Trust). The Greater Milwaukee Education Trust (Appendix S), a civic partnership created by the Greater Milwaukee Committee (GMC) and the Metropolitan Milwaukee Association of Commerce (MMAC), is committed to provide support for MPS as SBM is implemented in the schools. Their effort is called the Management Partners Program and is described as follows (Greater Milwaukee Education Trust, 1989:3):

The Management Partners Program pairs management people from Milwaukee's business community with Milwaukee Public School principals whose schools participate in the MPS School Based Management initiative. The Management Partners Program is designed to support the districts efforts to give principals and school staff the authority to make decisions affecting the operation and educational programs in their schools. Principals and school staff benefit from the partners diverse management backgrounds. Management Partners in turn gain appreciation for the unique problems inherent in managing schools.

Research Question Number Four

Research question number four was concerned with the following: "How do other SBM programs obtain waivers from the local or state rules and regulations?" Very little

was written about waivers in the literature. School systems either granted waivers on a individual school basis or they did not make exceptions.

The concept of allowing a rule or regulation to be waived is tied up into bargaining unit contracts, local School Board rules, State Department of Public Instruction regulations and the idea of precedence, that is, "We have always done it this way." These groups see their primary roles as protecting their power to oversee the education process. Traditionally, they have seen any proposed changes as a threat to their very existence. Therefore it often takes either great challenges or tremendous persuasion to get them to allow significant waivers to occur.

A waiver form is presented in Appendix L. Each group that will be petitioned with a waiver needs to have a staff member whose job it is to assist and be an advocate for SBM councils. This would include the Board, the MTEA and the Department of Public Instruction. Each of these groups have made a public committment to SBM and the improvement of MPS. Therefore, they must remember to make this their first priority. These groups must think of students first before any other agenda. Their response to SBM councils' requests must change from, "We have never done that before." to "Let us see how we can do what you ask."

Research Question Number Five

Research question number five was concerned with, "What techniques do other SBM programs utilize to generate teacher/staff bargaining unit support?" This issue was not addressed directly in the literature, instead, there were articles supporting the value of SBM to all components of a school system. When the bargaining unit sees the school system's problems as a true crisis demanding change, then action can happen and trust building can proceed. By definition, SBM is a logical response to bargaining unit members feelings of poor morale and helplessness in the face of their educational problems.

Usually mutual support for a SBM program depended on the existing relationship between the administration and the teacher's bargaining unit. If trust and cooperation are lacking, both the administration and the bargaining unit have to be convinced the SBM program is in their best interest. Supportive research that confirmed the value of SBM in empowering teachers and solving education problems helps staff see the value in cooperating to make the implementation of SBM successful.

The importance of the teachers and other employee union groups involvement cannot be over estimated. In every school district where SBM was practiced, the teachers' union was very active and supportive of the SBM

concept. There was one school district whose SBM program was on hold because of poor relations between the Superintendent and the local teacher's union. The answer to the lack of MTEA involvement is contained in the SBM philosophy. What the MTEA needs is to feel empowered. The MTEA needs to see SBM as their program as much as the Superintendent's.

Research Question Number Six

Research question number six was concerned with, "How well did the MPS Pilot Schools program work and what aspects of that program should be continued, modified or deleted?" This question was answered by the evaluation study of the MPS Pilot Schools done Grant, McCarthy, and Volpiansky. The general conclusion was that in spite of any tension and frustration, all SBM schools wanted to continue to be SBM. None wanted to return to being a non-SBM school.

The school principal and the staff feeling of empowerment were two major facilitators of the SBM process. Major obstacles were the lack of time, training and current information on what SBM is and how it should be implemented. Resistance from the central office and the MTEA also impeded the SBM implementation process. The school budget was an item that the SBM councils appreciated the impact they had and wanted more control over budgetary matters.

Conclusions

The general theme that permeated all the sources of data was the importance of the change process for a school staff to adjust to SBM. It is difficult for a school district to move from a highly centralized system to one of SBM overnight. Staff have learned their jobs in one environment. A different environment might be more productive for them and for students, but new patterns of behavior take time to accept and learn. The old ways represent a form of security because they are predictable.

Dramatic change is often a threatening thing for people to do. Often the greater the crises and stress the more apt staff are to revert to the old unsuccessful strategies because of their familiarity. Staff are most receptive to making the necessary change when they feel supported i.e. have a feeling of "teamness." Aspects of school culture discussed in the MARP are crucial to an effective SBM program. Especially important are familiarity with "the knowledge base" and collegiality which will help to encourage creative thinking and risk taking behavior so that real change takes place.

Since teaching assignments have traditionally been of a solitary nature, in a self-contained classroom, teachers have become used to and comfortable with this state of isolation. Being alone to face problems and frustrations

becomes a part of the school's culture. However, such isolation results in a duplication of efforts, a lack of communication about students, and a lack of opportunity for teachers to have meaningful support, advice and assistance from each other. That is, they rely only on themselves as individuals and fail to see the value and power of being a team. According to Conley, Schmidle, and Shedd (1988:266),

Training and support may be needed for some of these individuals, so they will feel comfortable living with and implementing the concept of SBM. In order to develop an acceptance and enthusiasm about teacher participation, we must help people to see the limitations of working in isolation, and the benefits of collegial participation. The potential for school improvement lies in every school and teacher participating in a way to release that potential. Enthusiasm and energy are renewed when professionals are excited about what they are doing as a school community.

As a school begins to consider SBM, the principal and the school staff should thoroughly acquaint themselves with the literature of SBM. They must recognize that staff, students, parents and the community may initially be suspicious, because old patterns of relating may no longer be appropriate. Another concern is that SBM will mean a greater commitment of time and energy from members of the SBM council.

The principal should feel confident in initiating continual dialogue with his/her SBM staff. The motive behind these efforts would not be to abdicate

responsibility for school leadership, but to provide larger spheres of autonomy for the professional and non-certified staff members and to creatively search for and implement new approaches to educational effectiveness. This is an enabling initiative. The principal is not losing power but rather extending initiative to the greatest number of people possible. A person who does that has power of a different sort.

During SBM, school staffs and their community will be looking at their school and each other in an entirely different way. Therefore, they will need team building, and other training in problem solving and creativity training. To be effective, they will have to be in a different frame of mind, utilize different assumptions and be guided by a different vision that they can and will be successful. As Rutkowski (1989) observed, "If SBM is allowed to really work, everybody wins."

The literature indicates that the culture or organizational climate of schools is not automatic or static. It is, in fact, dynamic and changes with the practices and policies implemented as a result of the attitudes of the staff who are the framework and infrastructure of the schooling process. In these facts there is great hope for growth, since as SBM is implemented and a school culture changes, it can adapt to the challenges and problems facing urban schools. Many

organizations other than schools pay enormous attention to improving their internal culture. Site based management schools have much to gain by devoting more of their attention and energy to understanding and strengthening their own culture. As they develop a culture that welcomes and embraces change, the SBM school will produce programs that really effect the school's primary goal of educating all students.

Recommendations

This study lends itself to making a wide variety of recommendations. The following suggestions are offered to strengthen and expedite the implementation of SBM into all of the MPS. Thus the author recommends that:

1. MPS should offer more inservice opportunities to both the SBM schools and the non-SBM schools and the administrative staff of central office and the SDA's. Creative formats and elaborate content for such offerings will be needed. Milwaukee Public Schools should work with each school's staff planning committee, the MTEA, department chairpersons, administrators, students and the community (parents and businesses) so that inservice activities can be implemented in the most effective way for all staff in a school. This mutual planning process will be very helpful in developing ownership for any resulting plans.

2. Creative strategies for scheduling inservice training are needed. The major problem is working around the teacher's teaching time. Therefore, the local SBM school should brainstorm ways to work with or change teachers' schedules. Examples could be to use substitutes for the teachers, to have separate workshops and programs for students and staff at the same time. Consultants, other teachers, administrators, parents, business and community people, college students, are all resources to be working with the students while the staff receive SBM inservice. Another idea would be for the students to be in school fifteen minutes extra Monday through Thursday and then be released one hour earlier on Friday. The staff could use this extra hour on Friday for inservice training.

3. A significant list of benefits should be established that are available only to SBM schools. The list should include more money and time for training and professional development, incentives for successful projects completed and a larger budget for equipment and supplies. A list of policies that will automatically be waived should be developed. Also included should be solutions to publicized teacher concerns such as smaller class sizes and a wellness program. This list should be developed with the MTEA and be widely publicized. Since MPS wants all schools to become SBM, significant

incentives are necessary to convince teachers to volunteer for the program. Voluntary participation seems, by definition, an essential element of any SBM program.

4. The MPS SBM program will be evaluated by how effectively the individual schools and their councils function. It is recommended that each SBM council have a person designated at each meeting to be the "Process Observer." This person will help the group pay attention to their group functioning with an eye on maximum effectiveness.

5. Each SBM council should work with the Greater Milwaukee Education Trust to locate a business partner who could provide a person with participatory management experience. There should be a business partner network for these people to meet and share on a continual basis.

6. Networking between SBM councils should be encouraged by meetings, conferences, sharing sessions, a newsletter and a system-wide SBM calendar of events. Local as well as national success stories should be shared and acknowledged. The local SBM school councils could share this responsibility with the SBM coordinator.

7. The MPS administration at the highest level must include the MTEA in planning and designing future SBM implementation strategies. This would mean that when the superintendent and the SBM coordinator meet with the board, SBM principals, community groups and hold news

conferences regarding SBM, they should invite the MTEA executive director as an equal partner. Site Based Management Stationery should be developed that would carry the MPS and MTEA logo.

8. Top level MPS administrators such as the superintendent, deputy superintendent, associate superintendent (top three MPS positions), SBM coordinator and the board president should constantly and continually say and show support for the SBM process in MPS. The same strong verbal and visible support and commitment for SBM must be shared with the SBM and non-SBM schools by the MTEA, ASC, non-certified unions (the "business side of the MPS House"), MMABSE, the Department of Public Instruction and the business community through The Education Trust. These organizations should not only support SBM but actually be an advocate for it and be willing to waive seniority, credentials and other related restrictions.

9. A staff development effort should be initiated toward helping central administration/SDA staff understand, accept and embellish the change process. Business and industry has had success with the concept of "excellence and taking risks" (Tom Peters), the impact of your paradigms (Joel Barker) and studying the predictable nature of the change process (Rosabeth Kanter).

10. The Board should appoint three secondary students to be members of the SBM Monitoring board. Two of the

students should be minority, one should be African American. There should be both genders represented. This strategy is supported by the definition of SBM as being representative and will promote ownership among students.

11. Milwaukee Public Schools should explore utilizing the process of Quality Circles as a part of their SBM program. Along with the multi-representational SBM council, smaller Quality Circles (maximum of eight people from the same work group) would focus on solving specific problems in their school. The advantage of the Quality Circles approach would be that it would be action oriented and more staff members could be involved in the process of solving school problems.

12. Further study should be done to better understand the process a school goes through when they change from a traditional school to a SBM school. Thereby affording the opportunity to accelerate the process to lead to quicker success in educating all students. It is essential to remember student success is the primary goal of any school improvement program.

13. From all the collected data, a simple jargon-free SBM pamphlet should be developed for distribution to all schools and interested parents and community members.

14. A SBM Department should be established and additional staff should be hired as MPS moves to involve all schools in SBM. The additional staff should help

monitor the three major elements of the MPS SBM Implementation Program. Those elements are, non-SBM school transition to SBM, Long range support practices for SBM and continual evaluation of SBM workshop training.

15. That the MPS SBM coordinator implement immediately those aspects of the MARP that she can do under her own authority. Other aspects of the MARP that need further approval should be referred to the new SBM Steering Committee for review. An affirmative reaction from the Steering Committee would be significant since the Steering Committee should be representative of all of the major groups active in the schools such as the Board, administration, teachers union, administrators bargaining unit, parents, business community and students where appropriate.

16. That the SBM schools do an annual review of the SBM implementation process and submit it to the office of the SBM coordinator. Since SBM is a process, there will need to be a continual evaluation of service to the SBM schools.

17. That the MARP be accepted as the MPS SBM Implementation Program. The MARP has been shared with the SBM coordinator. It was also shared with the Department of Staff Development and the Human Relations Unit, the two departments responsible for the training of MPS SBM school staffs. The MARP is being considered by MPS and it is

expected that it will be accepted and implemented. Further diffusion of the MARP was accomplished by listing it in the ERIC database.

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APPENDIX A
UPDATED MFS SBM DEFINITION

School Based Management

School based management is a participatory leadership style based on shared decision making and shared authority. SBM is a vehicle for improving student achievement. It is not a goal in and out of itself. One must give care to the process of SBM and to the content of the decisions that are made. The key areas of concern in SBM are curriculum; staffing and budgeting. SBM is about vision, risk taking, innovation, and responsibility. The Board of School Directors, the Superintendent of schools and the Secretary-Business Manager have made a commitment to this style of leadership.

Rationale: Decisions should be made at the lowest possible level. (Thus the school is the primary decision making unit.)

Change requires ownership that comes from the opportunity to participate in defining it and having the flexibility to adapt it to individual circumstances.

1989-1990 SBM GOALS

- I. To induct the ten new SBM schools into the pilot project.
- II. To provide continued support to each SBM school.
- III. To work with the Board of School Directors and Central Office personnel on their changing roles as they respond to the needs of SBM schools.
- IV. To improve parental involvement in SBM.
- V. To provide assistance and support to schools who are considering participation in SBM.

APPENDIX B
MPS SBM COUNCIL

SITE BASED MANAGEMENT COUNCIL

Process for Shared Governance.

Site based management requires the development of additional strategies which provide parameters and vehicles which allow the individual site to design plans for teacher and parent involvement in the decision making process. Current policies of the Board of School Directors relating to parent involvement and school advisory committees should be continued, with necessary additions and changes being initiated for the pilot site based management program.

The continuation of traditional opportunities such as participation in PTA, PTO, booster groups, special committees and task forces, is important. Each school will have a site based management council which will participate actively in the decision making process for the school while operating within the frame work of the rules, regulations and policies of the Board, the Board's contractual obligations, and the laws of local, state, and federal governments.

It is expected that each school will initiate a Memorandum of Agreement which delineates objectives to be reached by the site based management pilot project in that school for management initiatives, educational improvements, and other areas which express the individual school's unique interpretation of the framework developed by the broad based committees.

Membership

Involvement and input from many constituencies is critical to site based management. Membership will include but not be limited to the following:

- Principal
- Teachers
- Support Staff
- Parents (cultural and ethnic representation)
- Community Representatives
- Students, as appropriate

Selection Process

Pilot schools need to review carefully the process for council participation by identifying groups within the school such as FTA, PTO, Parents Networking for the Sake of Our Children, Chapter 1, Bilingual-Bicultural Committee, and other cultural or ethnic groups to ensure representation. Membership should be developed from the following:

- Self nomination
- Election by constituents
- Nomination from other organized groups

The Principal's Responsibility

The school principal is responsible for the effective functioning of the site based management council. To ensure its effective operation the principal should, in conjunction with the council, outline the parameters of decision authority, specifying which decisions will be shared with the council.

Training

Training is the key for enabling the council to operate effectively. It is important, therefore, that all members of the council receive training. The total teaching and support staff should also have training. This will require time and appropriate resources.

Central office personnel should also receive commensurate training, to ensure that the necessary skills are developed to support site based management.

APPENDIX C
OD READINESS FOR CHANGE CHECKLIST

OD READINESS CHECKLIST
J. William Pfeiffer and John E. Jones

This instrument summarizes the chief indicators of OD readiness and weighs each indicator according to its relative degree of criticalness. The following interpretations of scoring can be helpful to consultants: a score of less than 50 would suggest training small scale projects, and crisis interventions; 50-70 would indicate management development and pre-OD activities; 70 and higher would indicate that the consultant test the willingness of the organization to commit itself to planned change.

Instructions: Using the following checklist, indicate the degree to which each of the fifteen dimensions is a concern to you with regard to the organization's readiness for OD. Circle the number under the appropriate heading for each factor. Each dimension has been scaled according to its relative importance in predicting the organization's receptivity to OD interventions. Total the scores for an overall readiness index.

(4 = No concern; 3 = Mild Concern; 2 = Moderate Concern; 1 = Significant Concern; and 0 = Critical Concern)

General Considerations

| | | | | | |
|--|---|---|---|---|---|
| 1. Size | 4 | 3 | 2 | 1 | 0 |
| 2. Growth Rate | 4 | 3 | 2 | 1 | 0 |
| 3. Crisis (potential positive or negative influence) | 4 | 3 | 2 | 1 | 0 |
| 4. Macroeconomics | 4 | 3 | 2 | 1 | 0 |
| 5. OD History | 4 | 3 | 2 | 1 | 0 |
| 6. Culture | 4 | 3 | 2 | 1 | 0 |

Resources

| | | | | | |
|--------------------------------|---|---|---|---|---|
| 7. Time Commitment | 4 | 3 | 2 | 1 | 0 |
| 8. Money | 4 | 3 | 2 | 1 | 0 |
| 9. Access to People | 4 | 3 | 2 | 1 | 0 |
| 10. Labor Contract Limitations | 4 | 3 | 2 | 1 | 0 |
| 11. Structural Flexibility | 4 | 3 | 2 | 1 | 0 |

People Variables

| | | | | | |
|----------------------------|---|---|---|---|---|
| 12. Interpersonal Skills | 4 | 3 | 2 | 1 | 0 |
| 13. Management Development | 4 | 3 | 2 | 1 | 0 |
| 14. Flexibility at the Top | 4 | 3 | 2 | 1 | 0 |
| 15. Internal Change Agents | 4 | 3 | 2 | 1 | 0 |

Total Readiness Score

APPENDIX D
OBSERVATIONS ABOUT STRATEGY FOR EFFECTING CHANGE

XXIII. INSTITUTIONAL CHANGE

A. Some Generalizations About Strategy for Effecting Change

1. The effectiveness of a planned change is often directly related to the degree to which members at all levels of an institutional hierarchy take part in the fact-finding and the diagnosing of needed changes and in the formulating and reality-testing of goals and programs of change.
2. Diffusion of the change is enhanced by the active participation of formal and informal leadership (opinion leaders) in decisions related to the change, including modifications.
3. Do not identify too closely with the first to adopt (innovators) or devote extensive time trying to gain support of opposers.
4. The place to begin change is at those points in the system where some stress and strain exist. Stress may give rise to dissatisfaction with the status quo and thus become a motivating factor for change in the system.
5. To change a subsystem or any part of a subsystem, relevant aspects of the environment must also be changed. Anticipate consequences.
6. To change behavior on any one level of a hierarchical organization, it is necessary to achieve complementary and reinforcing changes in organization levels above and below that level. Obtain needed support.
7. If thoroughgoing changes in a hierarchical structure are desirable or necessary, change should ordinarily start with the policy-making body.

from An Introduction to Helping Adults Learn and Change by Russell D. Robinson, 1979, (Omnibook Co., 1171 Decorah Rd., West Bend, WI 53095 414-781-2866)

APPENDIX E
NOMINAL GROUP PROCESS

3. Nominal Group Process

--in the nominal group process people work in silence (nominally in the presence of each other) while they list possible solutions.

1. Present the problem to the group.
2. Members (each individually) list all possible solutions they can think of in a specified time, without talking to each other (10 minutes).
3. Break groups into sub-groups of about five people, with someone as recorder. Each member reads one solution aloud, the group moving in round-robin fashion from one to another until all solutions from all lists have been stated. Recorder writes each statement on chart in sequence.
4. Then (later) clarify the list of solutions, before evaluating the . Evaluation may be begun by each member individually listing the top five items he would find most acceptable of all solutions, thus narrowing down the range of solutions. This may be done by each group member assigning a value of "5" to his first selection, a value "4" to the next and so on, to a value of "1" for his fifth choice. The "votes" can then be tabulated for each item on the whole list.

from An Introduction to Dynamics of Group Leadership by Russell D. Robinson, 1979, (Omnibook Co., 1171 Decorah Rd., West Bend, WI 53095 414-781-2866)

APPENDIX F
POWER OF COACHING

The Power of Coaching

| Training Steps | Knowledge Mastery | Skill Acquisition | On-The-Job Application |
|---|--------------------------|-------------------------|---------------------------|
| Theory | Middle to High 60-80% | Low 10% | Very Low 2-5% |
| Theory & Demonstration | High 80% | Low to Middle 10-40% | Very Low 2-5% |
| Theory, Demo & Practice/ Feedback | High 80% | High 80% | Very Low 2-5% |
| Theory, Demo, Practice/Feedback, & Coaching | High 80% | High 80% | High 80% |

APPENDIX G
PILOT STUDY INTERVIEW QUESTIONS

SCHOOL BASE MANAGEMENT QUESTIONNAIRE
PHASE I SCHOOLS

1. Definition of SBM.
2. Why did the school decide to become a SBM school?
 - A. Was it something to do with the SBM school program of last year?
 - B. Was the decision made by the school staff?
 - C. Did other elements (for example, central office) encourage the school staff to make the decision to become a SBM school?
 - D. Other reasons?
3. Do you see SBM making a difference in the school; if so, how and where:
 - A. Curriculum
 - B. Parent/community-school relations
 - C. Personnel
 - D. Budget/Finence
 - E. Student academic ,erformance
4. How would you summarize the benefits of becoming a SBM school?
5. How would you describe the barriers to becoming a SBM school?
6. Is there any question that we haven't asked that you believe we should have asked or you hope we would have asked?
7. Final comments

SCHOOL BASED MANAGEMENT QUESTIONNAIRE
SECOND YEAR: PHASE II SCHOOLS

1. Has the school developed goals for its SBM program?
2. Has the definition of SBM changed during the second year?
3. Has SBM made a difference in the school; if so, how and where?
 - A. Curriculum
 - B. Parent/community-school relations
 - C. Personnel
 - D. Budget/finance
 - E. Student academic performance
4. What have been the main facilitators to implement SBM (things, events, people, that have helped encourage/promote/facilitate implementations)?
5. What have been the major barriers to implementing SBM?
6. Has the school district reorganization, or the staff changes in central office impacted SBM in any way?
7. Is there any question that we haven't asked you that you believe we should have asked or you hoped we would ask?

APPENDIX H
SBM INTERVIEW QUESTIONS

SBMI QUESTIONS

City/System:

Date/Time:

Person/Title/Department:

1. Have you implemented SBM for your school system?
 - a. If not, are you exploring SBM?
2. If so, do you have a system-wide steering committee?
3. How long have you had SBM?
4. What organizational processes is SBM charged to control?
 - a. Budget?
 - b. Curriculum?
 - c. Personnel?
 - d. Waiver Policy?
5. Who has the ultimate responsibility for the operation of the local school?
 - a. Who is a member of the SBM council and how were they selected?
 - b. How many members are there?
 - c. Decision making process?
 - 1.) Consensus?
 - 2.) Principal?
 - d. Terms of office?
6. When and How often do the SBM Councils meet?
 - 1.) Released time?
 - 2.) Compensation?
7. Is the Teacher's Union involved?
8. Do the SBM councils develop a Yearly Plan which is approved by the SBM Steering Committee?
9. What is the role of Central Office staff?
10. What is the role of and in what department is the top SBM administrator placed?

11. Your SBM training was done by whom?
12. How do schools in the district get involved in SBM?
13. How do you evaluate SBM?

APPENDIX I
COUNCIL OF GREAT CITY SCHOOLS

COUNCIL GREAT CITY SCHOOLS

THE COUNCIL OF THE GREAT CITY SCHOOLS is a membership organization and an organized coalition of 45 of the largest urban school districts in the United States. The COUNCIL was organized to study, develop, implement and evaluate programs designed to secure and ensure equality education and equality of educational opportunities for urban youngsters.

The COUNCIL was formally established in 1961 as an outgrowth of concerns by educators and laymen that no existing national organization was directly solving or focusing attention on the problems of large urban school systems. It began with informal meetings convened to discuss the educational needs of city children and to exchange information about successful and promising practices. Since that time the COUNCIL has sponsored many fact-finding, research and technical assistance programs and has focused the attention of Congress and the nation on issues vital to its members.

The COUNCIL is governed by a Board of Directors consisting of the superintendent of schools and member of the Board of Education from each city.

Members of the Council are:

| | | | |
|-----------------|--------------|----------------|-----------|
| Albuquerque | Atlanta | Baltimore | Boston |
| Buffalo | Chicago | Cincinnati | Cleveland |
| Columbus | Dade County | Dallas | Dayton |
| Denver | Detroit | E. Baton Rouge | El Paso |
| Fresno | Houston | Indianapolis | Memphis |
| Long Beach | Los Angeles | Milwaukee | Nashville |
| Minneapolis | N w Orleans | Norfolk | New York |
| Oakland | Philadelphia | Omaha | Phoenix |
| Pittsburgh | Rochester | Portland | St. Louis |
| St. Paul | San Diego | San Francisco | Seattle |
| Toledo | Tucson | Wake County | Tulsa |
| Washington D.C. | | | |

APPENDIX J

MPS DEPARTMENT STAFF DEVELOPMENT QUESTIONNAIRE

MPS STAFF DEVELOPMENT ACADEMY INSERVICE EVALUATION

Inservice Title: _____ Date _____

Presenter(s) _____

Employee Group:

Teacher _____ Administrator _____ Classified _____ Other _____
Male _____ Female _____ Am. Indian _____ Black _____ Asian _____
Hispanic _____ White _____ Other _____

USE NO. 2 PENCIL ON ANSWER SHEET. 0=NOT APPLICABLE, 1=NOT AT ALL, 2=SOMEWHAT, 3=MODERATE, 4=VERY MUCH, 5=EXCELLENT.

APPROPRIATENESS

1. Were your needs and objectives for this inservice met?
2. How relevant was this inservice to your current position?
3. Do you feel that this inservice helped in meeting the educational goals of the system?
4. Would you rate this inservice as being more valuable than most you have participated in?

CONTENT

5. Were the inservice activities and resources worthwhile?
6. Were the expected outcomes made clear to you at the beginning of the inservice?
7. Were the inservice requirements fair?
8. Was the inservice well-planned and executed?
9. Was the number of sessions adequate for the topic?
10. Was an enthusiastic and interesting atmosphere maintained?

PRESENTER(S)

11. Was the presenter knowledgeable in the subject area?
12. Was the presenter sensitive to participant needs and expectations?
13. Was the presenter available for additional help/consultation?
14. Did the presenter relate the material to your experience and job function?
15. Did the presenter encourage discussion, interaction, and active learning on the part of participants?
16. Do you feel a follow-up session on this topic is needed?

APPENDIX K
SBM IMPLEMENTATION TIME TABLE

SBM IMPLEMENTATION TIME TABLE

| | |
|---|--|
| April, 1989 | Discuss MPS SBM needs with Human Relations Unit. Informal survey of SBM program at Washington High School (Phase One School). |
| May, 1989 | Discussions with principals of Webster Middle School (Phase Two) and Lloyd Elementary School (Phase Two). Conduct SBM Team Building workshop and evaluation session with Lloyd Staff. |
| June, 1989 | Discuss training and evaluation of MPS SBM Pilot schools with Dr. Judy Issacson, Director of the MPS Staff Development Academy. |
| July, 1989 | Meet with Janice Jackson, newly appointed, MPS SBM Coordinator regarding district-wide concerns. |
| August, 1989 | Development of <u>SBM Interview</u> (SBMI). |
| September, 1989 | Validation of <u>SBM Interview</u> . |
| October, 1989 | SBM Orientation Workshop for New Pilot Schools Staffs. |
| November, 1989 | Council Member training workshop for one half the Burroughs Middle School SBM Council Members (Phase Three). Evaluate Burroughs SBM training workshop. |
| November, 1989 December, 1989 January, 1990 | Survey the Council of Great City Schools with the SBMI. |

| | |
|-----------------|---|
| February, 1990 | Develop SBM Workshop for Council Leaders and Central Office as well as Service Delivery Area Staff. |
| March, 1990 | |
| April, 1990 | Consolidate data collected into a preliminary MPS SBM Program |
| May, 1990 | |
| June, 1990 | |
| August, 1990 | Compile and analyze all data collected and write a final MPS SBM Program. |
| September, 1990 | |

APPENDIX L
THE MILWAUKEE PUELIC SCHOOLS SITE BASED
MANAGEMENT IMPLEMENTATION PROGRAM

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Chapter 1

NON-SBM SCHOOL TRANSITION TO SBM

Local School Transition To SBM

The MPS SBM Implementation Program is the resulting product from the MARP. The plan discusses how MPS should assist the non-SBM schools to make the transition to SBM. The MPS SBM Implementation Program includes the sequence of transition steps from non-SBM to SBM for a local school. Also included are district wide responsibilities. Obstacles and a waiver process are important components of the MPS SBM Implementation Program and are presented here. The SBM Council Leader Workshop was developed as a result of the MARP. Specific details regarding the SBM Council Leader Workshop are also presented. The MPS SBM Implementation Program is divided into the following three chapters:

Chapter One, Non-SBM School Transition To SBM.

Chapter Two, Long Range SBM Support Practices.

Chapter Three, SBM Workshop Training.

Sequence of Activities

The SBM coordinator will give continual presentations to principals of non-SBM schools regarding the benefits of

SBM and examples of SBM successes in MPS. The principal is a key person since he/she will initiate the implementation process by his/her interest and commitment to SBM. The principal is the person who will ask the school staff to vote concerning SBM acceptance at their school.

For a school to move from non-SBM to SBM, they will need to be informed regarding the benefits of SBM. Central office/SDA staff will give presentations to schools at their faculty meetings. These sessions will give an overview of what SBM is, the benefits and responsibilities of staff empowerment, examples of SBM successes and a copy of the board's commitment to SBM in MPS. The presentation will be forty-five minutes with fifteen minutes for questions and discussion.

To become a SBM school, the principal of the non-SBM school must be in favor of such a move. The next step will be for the staff to vote whether or not they want to become an SBM school. A "Yes" vote from at least sixty-seven percent of the staff will be necessary to implement SBM. This means that the SBM program starts with significant staff support.

The Judson Hixson Orientation session (Appendix A) would be the first of several SBM inservice sessions. This session looks at SBM as a national school improvement process. The session will be voluntary and at a central

location after the school day. The teachers will get paid their hourly rate for the two hour session. It will be video taped and any SBM council members who missed the session will be encouraged to view the video.

Each school will then have a panel presentation on SBM in MPS. The panel will include the SBM coordinator, an MTEA official, an SBM Principal, an SBM teacher, and when possible a parent and student from an active SBM council. Their task will be to share their commitment to SBM as a useful important strategy for MPS. They will share successful SBM stories from their own experience. Adequate time will be provided to answer questions regarding SBM implementation.

SBM Council

Membership on the SBM council is crucial to the programs success. All school groups must feel represented on the council. SBM Council membership needs to include the principal, teachers who represent various grade levels, disciplines, departments, and the MTEA, the support staff (professional and non-professional), parent representatives, representation from the school's business partner and a business with participative management experience and in secondary schools, two student representatives. Central office and SDA administrators will be ex-official members. They will be non-voting

advocates for the SBM council. Since MPS is comprised of sixty-six percent minority students, their ethnic heritages would need to be well represented on the SBM council. SBM council meetings will be open to the public to attend and to participate in as appropriate.

After the council has been selected, they will attend the SBM Council Member Workshop (Appendix B). The Council Members Workshop is for the members of the school's SBM council to teach them how to work together as a team. The Council Member Workshop also addresses the mechanics of how SBM will operate in their school and what their responsibilities will be as council members representing their constituencies.

In the middle of the semester, the SBM Council Leaders who chair the SBM meetings will attend a one day workshop on leadership strategies (Appendix C). The central office/SDA staff assigned to the SBM schools will also attend so that they can serve as resource people to the SBM Council Leaders during the school year.

Once the council has begun to function they should consider setting up Quality Circles within their staff. This is especially true where the staff is larger than twenty people. The purpose of Quality Circles is to use consensus and interactive approaches in small groups to improve performance. Quality Circles generate suggestions by teachers for ways to solve problems that they face.

The process is designed for a small group of people (six to eight) with similar job responsibilities to do active problem solving. They do so by first selecting a problem, collecting data regarding the problem, brain storming solutions, choosing a solution, and presenting their solution to management in a formal presentation with visuals such as graphs, charts, documented data and the predicted success rate of the proposed solution.

The distinction here is that a school could have several Quality Circles actively involved in specific problem solving and the larger SBM council would be dealing with school wide issues. The concepts could be combined by having the Quality Circles make their presentations to a joint group consisting of the SBM council and central administration staff.

Summary of Implementation Steps

In summary, these are the steps for MPS to follow in the implementation of SBM in non-SBM schools,

1. A presentation by the SBM coordinator to principals of non-SBM schools regarding the benefits of SBM.

2. A presentation by central office/SDA administrators to the staff of non-SBM schools regarding the benefits of SBM.

3. First the principal would want to be involved in SBM. Then the staff would vote to accept SBM into their school.

4. After the staff votes for SBM, they will attend the Judson Hixson presentation on the national perspectives of SBM in urban schools.

5. Then a panel of people from MPS SBM schools will do a presentation on SBM from a local perspective.

6. The new SBM school will then select its SBM council.

7. Then the members of the SBM council will attend a workshop to train them regarding their responsibilities.

8. The SBM council will start having meetings to set their yearly goals.

9. The SBM Council Leader will attend a workshop designed to enhance his/her leadership skills.

10. The SBM council will explore the applicability of Quality Circles in their schools yearly plan.

11. There will be continued inservice and support provided by the SBM coordinator and the central office/SDA staff.

MPS District Responsibilities

There are certain district wide responsibilities that must be considered. Now that the MPS is expanding the number of SBM schools, it needs a Steering Committee to

set policies at the district level. Most of the district responsibility will rest with the SBM coordinator. She will need to continue to search for ways to make the implementation of SBM efficient and effective.

Steering Committee

The Board Monitoring Committee comprised of board members and central administration will become a District Steering Committee. Membership on the Steering Committee should be representative of the many groups with an investment in MPS education. The Steering Committee should include, the SBM coordinator and the MTEA executive director as co-chair persons. The members of the Steering Committee should include, a board member, two teacher representatives (secondary and elementary) from SBM schools, Administrator and Supervisor's Council officer, participative management business person, (chosen by The Trust), one para professional teacher's aide, one ancillary services person (secretaries, engineers, cafeteria, trades), two parents (one minority and one majority) and one student.

SBM Coordinator's Responsibilities

The role of the SBM Coordinator will be essential to the implementation of the MPS SBM Plan. She will need to coordinate the SBM informational presentations to non-SBM

schools. These will be done by central office and SDA staff and will be designed to show the non-SBM schools the benefits of SBM.

Once the non-SBM school has become SBM, the SBM coordinator needs to meet with the total staff and later with the SBM council. Her task will be to keep them informed regarding MPS SBM policies and to confirm the system's commitment to them and the SBM process.

The SBM coordinator should match the new SBM school with an experienced SBM school. If possible, a business partner with participatory management experience should also be paired up with the new SBM school.

Training and updated SBM information should be provided continually to the SBM schools. The SBM coordinator should provide start up training and consultant money to be used as needed throughout the year. A SBM newsletter should be published with local and national SBM trends and accomplishments. The SBM coordinator should organize an annual conference featuring the latest SBM strategies and local and national SBM success stories. To the degree possible these activities and events should be co-sponsored with the MTEA.

Evaluation techniques and accountability standards will be the SBM coordinator's responsibility. The MPS will need to collect data to determine which SBM schools

are most effective and why. These data can then be used to improve the MPS SBM Implementation Program.

In summary, the SBM coordinator's responsibilities will include the following:

1. Train central office/SDA staff to do interest generating sessions with non-SBM schools.
2. Meet at least once with the new SBM school's staff.
3. Meet at least once with the school's SBM council.
4. Match a new SBM school with an experienced SBM school.
5. Provide new SBM school with a business partner who has participatory management experience.
6. Publish a SBM Newsletter with local and national news.
7. Organize an annual SBM conference.
8. Provide initial SBM start up training.
9. Provide consultant money to continue training throughout the school year.
10. Coordinate the collection of evaluative data for SBM schools to demonstrate their effectiveness.

Chapter 2

LONG RANGE SBM SUPPORT PRACTICES

The MPS superintendent and the board have made a long range commitment to SBM. The plan is for all MPS schools to become SBM. To accomplish this goal certain obstacles will have be avoided or solved. Staff morale is a major concern as MPS initiates major changes. It is essential that the MPS family feel a commitment to SBM for it to be successful. It is especially important for tne teachers and their union as well as the central office and SDA administrators to see SBM as an essential part of the MPS future. Accordingly, there needs to be a waiver process to set aside rules from the MTEA and other bargaining units contracts. Waivers will also be necessary from the board and the department of public instruction rules and regulations.

Obstacles

There are several major obstacles to avoid. One is alienation by uninvolved staff members who are not on the SBM council. Quality Circles would be a way for them to be involved.

The relationship with the MTEA is another major obstacle when it comes to staffing, seniority, job

descriptions and functions. Greater dialogue is essential between and among the highest level of the MTEA, teachers at the building level, with the board, the superintendent and the SBM coordinator. All must see the common enemy as the crises of poor student achievement in MPS.

Another major obstacle is the resistance to change by the central office/SDA staff. They need to study and understand the change process so that they are less resistant and more open to the SBM process. These administrators need to see how importance they are as advocates of SBM in MPS.

Waiver Process

Essential to the ultimate success of SBM is an adequate Waiver process. Schools must be able to waive rules and regulations. When a SBM council has, after thoughtful consideration, developed a plan to solve one of their school's pressing problems, all governing bodies should put their efforts and energies into helping the SBM council implement the plan not into explanations of why it can not be done. Therefore a Waiver procedure needs to be developed and implemented. The Waiver Form in Appendix D should be filled out by the SBM council with the help of the governing agency toward the goal of granting a waiver from rules and regulation and contract language. The SBM Council and governing agency could agree on time limits

and evaluative criteria for the Waiver. Typical agencies needing a waiver include the Board, Department of Public Instruction and bargaining units such as the MTEA.

These governing bodies need to note that the critical nature of the crises in urban education, demands drastic changes. Each of them must be aware that as a school system we are either improving or getting worse and if they are not helping to solve these problems, they are helping to escalate the crises.

Chapter 3

SBM WORKSHOP TRAINING

SBM Council Leader Workshop

The SBM Council Leader Workshop (Appendix C) is the compilation of training and workshop data collected for this MARP. The data were collected from the SBM Interview given to the forty-five members of the Council of Great City Schools and a review of the SBM literature. The results of the Pilot Schools Study (Grant, McCarthy, Volpiansky, 1989) were also included. The focus of the Council Leader workshop is on the six content-process areas that follow:

1. Introduction.
2. Team Building/Ice Breakers.
3. Perception.
4. Communication and Conflict Resolution.
5. Problem solving.
6. Group process/Meeting Skills.

Each of the areas is described below in the order of sequence during the SBM Council Leader workshop. The participants will be SBM Council Leaders at the new SBM Pilot Schools and Central Office and SDA administrators assigned to those SBM schools.

According to Ryan (1987:133) there are five qualities highly regarded by teachers in successful staff development programs. The five qualities are

1. Practicality.
2. Product development for use in classroom.
3. Support and encouragement.
4. Variety.
5. Teacher sharing.

The Council Leader Workshop module takes these five qualities into account. The Icebreakers and Team Building exercises are supportive, and encouraging, and involve the teachers in sharing their ideas and concerns. The Problem Solving techniques are useful and practical in the SBM council meetings and are applicable to the teacher's classrooms as well. The use of experiential learning, role playing, lecturettes and video presentations combine to produce a variety of learning experiences.

Introduction

The workshop-day will be opened with a welcome and an overview of the day's agenda. The welcome will be extended by the MPS Superintendent, the Community Superintendent of the SDA and the principal or their representatives. These administrators will acknowledge their support for the SBM process in Milwaukee Public Schools and for these pilot schools and their council leaders. They will express their commitment to the concept of decision making and goal setting being shared

with the local school's SBM council. The concept of SBM and its application in MPS will be reviewed and the participants questions regarding policy and SBM implementation will be answered.

Then the videotape Brain Power (MRA Institute) will be shown to the participants to alert them to the relationship between how they approach the day's workshop and their feelings of accomplishment at the end of the day. In this ten minute videotape, John Houseman uses stimulating thoughts and visual brainteasers to reveal three key principles of perception:

(1) Recognition-important to pay close attention to all details, (2) Interpretation-tolerate a little ambiguity, and (3) Expectation-beware of limiting expectations.

The viewing of Brain Power, will give the participants a common visual experience to which they can refer during the workshop. The participants will then discuss the videotape and its application for them as SBM schools. This will be done briefly in groups of five. Membership in these groups will be optional, allowing people to have their first small group interaction with anyone they chose. Each group will have a reporter who will give a one minute summary of their groups discussion. It is expected that group members will mention the importance of their own attitudes and expectations being positive as they began implementing SBM into their school.

Team Building/Ice Breakers

Next there will be a short lecturette on the importance of the SBM council developing a sense of unity, cohesion, openness and trust. The team building and ice breaker activities will be done to develop a feeling of acceptance and warmth among the participants. These activities will be done in the large group and in small groups. These will be activities that the Council Leader can replicate with his/her SBM council.

The first activity is called Person to Person and will be done with the total group. Participants will be instructed to count off one-two, one-two and so forth until all have a number. Then all the number ones will go to a cleared area, make a circle and face outward. Then the number two people will each stand in front of a number one person making a second circle of people facing the inner circle of people.

The facilitator will then read some conversation questions and comments (Appendix E) one at a time for the participants to discuss with their partner in a brief conversation. After about three to four minutes the facilitator will instruct people to say "good-by" to their partner and the participants in the outer circle will move one person to the right, introduce themselves to their new partner and answer the next question. This process will

continue until the outer circle of people have gone completely around the circle and are back with their first partner.

Next the participant will join their designated small groups as labelled on their name tags, A through E. These small groups will be assigned ahead of time to insure balancing of the following factors: race, gender and job responsibilities. When the participants arrive their name tags will have a letter A through E to designate their small group. They will be asked boundary breaking questions (Appendix F) to promote self-disclosure and trust between the participants. Questions and quotes related to communication and perception will be given to the small groups to discuss and share (Appendix G). This will encourage the participants to discuss their personal reactions which will develop a sense of openness in the groups.

Perception

Two visual materials will be used to present cogent information about the complex process of differing perceptions in a group. Johnson (1972:212, 265-269) presents an adaption of the "Old Woman/Young Woman" Exercise (Appendix H) that "...demonstrates how two individuals with different frames of reference can perceive the same event in two different ways." Then the

Magner B-13 Sheet (Magner, 1980) will be introduced to examine the process of how a previous mind set prepares a person to see one thing (B) and not see another thing (13) that is also there. Then by presenting new information (similar to a new experience), the person sees the second thing (13) (Appendix I). A lecturette and discussion will be held to focus on the applications of their perceptual learning to SBM and their SBM council meetings. These insights will help the participants understand each other's reactions without forming judgments, taking sides or becoming polarized during the discussion of emotional issues.

Communication and Conflict Resolution

Several communication exercises and discussions will be conducted to give the participants insight into how important communication is in their meetings. First the Shrank Audiotape (Tape 1, 1977) will be played to present information and role playing exercises on listening, dialogue vs. dialogue, non-verbal communication, and feelings vs. thoughts. These insights will expedite the work of the Council Leader by saving time during meetings and making their communication and feedback to SBM council members more effective.

The insidious impact of how rumors are a frequent impediment to a team's effective functioning will be

discussed. How rumors contribute to disputes will be demonstrated by the Rumor Clinic (Appendix J).

The E Prime exercise will be used to illustrate how people use the verb "is" to give opinion the appearance of fact which is often a factor in the breakdown of trust in a team (Appendix K). For this exercise the participants will be instructed to pick a partner (dyad), someone with whom they have had little experience. Their task will be to describe a person to their partner without giving the person's name. Instead they will use as many details as they can think of. Both partners will share their description, one at a time. Then the facilitator will give a short lecturette on the mistaken tendency to attribute fact to sentences with forms of the verb "to be." For example, "He is a poor teacher." is not necessarily true. Descriptive, factual information will be needed to confirm "poor teacher" as fact. Next the dyad will be instructed to repeat the exercise of describing a person by avoiding any forms of the verb "to be." Conversation that omits the verb "to be" is "E-prime English." The discussion of the "E-prime" exercise will be directed at applications to make the SBM council meetings more productive.

The characteristics and cycle of conflict will be shared with the participants and discussed (Appendix L). The council leader will learn to apply these concepts to

his/her experiences with conflict in SBM meetings. He/she will also explore and discuss Robert's (1982) conflict resolution strategies (Appendix M). The process of Mediation will be explained and discussed regarding applications for SBM councils. The advantage of Mediation is that the goal is to resolve the dispute and not be concerned with who is right or wrong. This puts the conflict into a win-win context.

Problem Solving

Next the facilitator will present a lecturette on problem solving. It will include several effective approaches to solving problems in groups such as Random word play, Nominal group technique, and Synectics (Appendix N). Von Oech's (1983) list of mental locks that prevent people's natural creativity will be reviewed (Appendix O). The problem solving techniques presented in Bellanca's Quality Circle article (1982) will also be reviewed and questions will be answered (Appendix P). Time will be spent discussing each of the above problem solving strategies, along with short demonstration-experiences of the problem solving technique.

The rules for Brain Storming (Appendix Q) will be handed out to the participants and discussed. Then the participants will practice the technique with several fun and one serious school related topic. The serious topic

will be, "How can we acknowledge our students for positive behavior?" The generated ideas will be listed on a flip chart and saved for later use. At a later SBM meeting back at their local schools, the council leaders can present the generated ideas. The SBM council will then evaluate the ideas produced, using the following procedure:

1. Clustering ideas that are similar.
2. Evaluating the ideas produced in terms of value/benefit, cost, feasibility, resources needed, whose responsibility to accomplish, priority, and time table.

Group Process/Meeting Skills

The group process/meeting skills presented during the Council Member workshop (Boone and Associates) will be reviewed. The small groups will be given a short team building project to do (Appendix R). Evaluations of their group process will be done by observing the members of the small groups as they carry on their discussions and make decisions. All of the the small group members will answer questions (Appendix S) designed to give them insight into which of their behaviors helped and which hindered their group's progress. The behaviors demonstrated in these small groups will be compared to behaviors in a SBM

council meeting such as hidden agendas, challenging for leadership, and win-lose stances by the group members.

Then the participants will participate in an actual mini-SBM council meeting. The topic discussed will be when to schedule the school's open house. The facilitator will video-tape the mini-meeting and provide the participants with feedback regarding how the meeting progressed and how they can increase their effectiveness during SBM meetings back at their school. Judson's (1984) questionnaire on improving meetings (Appendix T) will be distributed and discussed in relation to the mini-SBM meeting the participants had just held.

The Council Leader is given the responsibility for keeping their meetings as effective as possible. This can be done by periodically checking their SBM council's group process. For example, handouts can be given to the SBM council members to measure their group's problem solving effectiveness and to provide them with council meeting guidelines (Appendix U). These questionnaires will be given to the participants with a lecturette on their use.

Evaluation/Closing

The workshop will be concluded by having the participants briefly share in a whip around fashion two reactions to the workshop-day. These reactions will be one thing they had learned and one positive thing they

appreciated about another participant. Then the MPS Staff Development Academy Evaluation Sheet will be filled out by the participants. The participants will be thanked for their active participation during the workshop and will be told that they were an impressive, effective example of SBM in operation.

APPENDIX A
SBM ORIENTATION WORKSHOP AGENDA

SBM ORIENTATION WORKSHOP

OBJECTIVES:

DOCUMENT THE NEED FOR SCHOOL IMPROVEMENT PROGRAMS
PROVIDE THE PARTICIPANTS WITH A WORKING KNOWLEDGE
OF SBM IN MPS
EXPLAIN THE BENEFITS OF SBM
MOTIVATE A COMMITMENT TO SBM BY THE PARTICIPANTS

AGENDA:

CONTEXT FOR SBM
WHAT IS SBM
BENEFITS AND CHALLENGES
GETTING STARTED
CAVEATS ON CHANGE
FINAL COMMENTS

HANDOUTS:

UPDATED MPS SBM DEFINITION
MPS SBM COUNCIL
MPS SBM SCHOOL BOARD EXECUTIVE COMMITTEE REPORT

APPENDIX B
SBM COUNCIL MEMBER WORKSHOP

SBM COUNCIL MEMBER WORKSHOP

OBJECTIVES:

TEACH THE COUNCIL MEMBERS ABOUT THE SBM PROCESS
EXPLAIN DUTIES AND RESPONSIBILITIES OF COUNCIL MEMBERS
DO TEAM BUILDING WITH THE COUNCIL MEMBERS
TEACH THE SKILLS OF EFFECTIVE COMMUNICATION
TEACH PROBLEM SOLVING SKILLS
TEACH GROUP PROCESS AWARENESS AND STRATEGIES
DEVELOP CONFLICT RESOLUTION SKILLS

AGENDA:

SETTING EXPECTATIONS AND GROUND RULES
COMMUNICATION (LISTENING/PARAPHRASE/
I-STATEMENTS/RULES FOR GIVING FEEDBACK)
GROUP CONSENSUS
CONFLICT RESOLUTION
PROBLEM SOLVING TECHNIQUES (NOMINAL GROUP PROCESS,
APOLLO BRAIN STORMING)
ROLE PLAY A DEMO SBM COUNCIL MEETING
EVALUATION
CLOSING

HANDOUTS:

SBM MANUAL WHICH INCLUDED THE FOLLOWING:
COMMUNICATIONS SHEET
LOST IN THE DESERT EXERCISE
CONFLICT RESOLUTION SHEET
ASSERTIVENESS TRAINING DEFINITION AND GUIDELINES
PROBLEM SOLVING SHEETS (NOMINAL GROUP PROCESS AND
APOLLO BRAIN STORMING)

APPENDIX C
SBM COUNCIL LEADER WORKSHOP AGENDA.

SBM COUNCIL LEADER WORKSHOP

OBJECTIVES:

TEACH LEADERSHIP STRATEGIES TO INCREASE COMMUNICATION
EFFECTIVENESS
DEMONSTRATE THE POWER OF PERCEPTION
TEACH GROUP DYNAMICS AND TEAM BUILDING TECHNIQUES
PRESENT QUALITY CIRCLE PROBLEM SOLVING STRATEGIES
PROVIDE AN OPPORTUNITY TO PRACTICE COUNCIL LEADERSHIP
SKILLS DURING A SIMULATED SBM COUNCIL MEETING
PROVIDE MATERIALS AND STRATEGIES TO MONITOR AND
IMPROVE THE SBM COUNCIL MEETING PROCESS
THROUGHOUT THE SCHOOL YEAR

AGENDA

WELCOME
INTRODUCTION
 BRAIN POWER (VIDEOTAPE)
TEAM BUILDING/ICE BREAKERS
 LECTURETTE
 ACTIVITIES
PERCEPTION EXERCISES
COMMUNICATION/CONFLICT RESOLUTION
 SHRANK AUDIOTAPE
 RUMOUR CLINIC
 E-PRIME
 CONFLICT CYCLE
PROBLEM SOLVING
 LECTURETTE
 GROUP TECHNIQUES
GROUP PROCESS/MEETING SKILLS
 REVIEW GROUP PROCESS SKILLS
 TEAM BUILDING PROJECT
SITE BASED MANAGEMENT COUNCIL MEETING
CLOSING/EVALUATION

SBM COUNCIL LEADER WORKSHOP

HANDOUTS:

SBM COUNCIL LEADER WORKSHOP AGENDA
CONVERSATION QUESTIONS
BOUNDARY BREAKING QUESTIONS
DISCUSSION QUOTES
OLD/YOUNG WOMAN PERCEPTION EXERCISE
MAGNER B-13 SHEET
RUMOR CLINIC
E-PRIME SHEET
CONFLICT CYCLE
ROBEK CONFLICT RESOLUTION STRATEGIES
GROUP PROBLEM SOLVING TECHNIQUES
VON OECH'S MENTAL BLOCKS
QUALITY CIRCLES TECHNIQUES
RULES FOR BRAIN STORMING
TEAM BUILDING PROJECT
GROUP PROCESS REVIEW SHEET
MEETINGS QUESTIONNAIRE
PROBLEM SOLVING SURVEY AND COUNCIL MEETING GUIDLINES

APPENDIX D
WAIVER FORM

WAIVER FORM

EFFECTIVE DATE _____ SIM POLICY DESCRIPTION _____

POLICY _____

DEPARTMENT RESPONSIBLE _____

CONTACT PERSON(S) _____

WHAT CAN BE DONE _____

WHAT CAN'T BE DONE _____

WHAT YOU RECOMMEND _____

WHAT NEEDS TO BE NEGOTIATED _____

REFERENCES _____

APPENDIX E
PERSON TO PERSON CONVERSATION QUESTIONS

PERSON TO PERSON CONVERSATION QUESTIONS: (Your instructor may add or delete items as necessary.)

1. Take your partner's hands, make eye contact, communicate something nonverbally and then say good-bye nonverbally.
2. Each partner complete this statement: "Right now I feel _____."
3. Each partner complete this statement: "What I want you to know right now is _____."
4. Each partner complete this statement: "When I'm in a new situation, I _____."
5. Each partner complete this statement: "One of the things I like best about myself is _____."
6. Each partner complete this statement: "When I'm feeling anxious in a new group, I _____."
7. Give your partner a verbal or nonverbal "stroke".
8. Those in the inner circle turn around so that your back is to your partner. Outer circle give your partner a gentle neck message. Inner circle turn back around after you've received your message.
9. Outer circle people turn around and reverse the process you just completed.
10. Each partner complete this statement: "When I look at you, I see _____."
11. Each partner complete this statement: "What I want to say right now is _____."
12. Each partner complete this statement: "I believe in _____."
13. Each partner complete this statement: "Communication is _____."
14. Each partner complete this statement: "My friends _____."
15. Each partner complete this statement: "This class _____."
16. Each partner complete this statement: "The topic I know most about is _____."
17. Each partner complete this statement: "Women are _____."
18. Each partner complete this statement: "Men are _____."
19. Each partner complete this statement: "The main quality I look for in people is _____."
20. Each partner complete this statement: "I am happiest when _____."
21. Each partner complete this statement: "The thing that turns me on the most is _____."
22. Each partner complete this statement: "When I'm alone, I usually _____."

APPENDIX F
BOUNDARY BREAKING QUESTIONS

BOUNDARY BREAKING QUESTIONS

1. WHAT IS YOUR FAVORITE MOVIE?
2. WHAT PERSON HAD THE GREATEST IMPACT ON WORLD HISTORY?
3. HOW DO YOU PICK FRIENDS?
4. WHAT IS THE MOST BEAUTIFUL THING YOU HAVE EVER SEEN?
5. WHAT EMOTION IS STRONGEST IN YOU?
6. WHAT IS YOUR FAVORITE DESSERT?
7. WHAT SCARES YOU?
8. WHAT IS YOUR GREATEST STRENGTH?
9. WHAT IS YOUR GREATEST WORRY?
10. WHO IS YOUR HERO/HEROINE?
11. WHAT IS THE GREATEST PROBLEM IN THE WORLD?
12. WHAT IS ONE OF YOUR GOALS?

APPENDIX G
DISCUSSION QUOTES

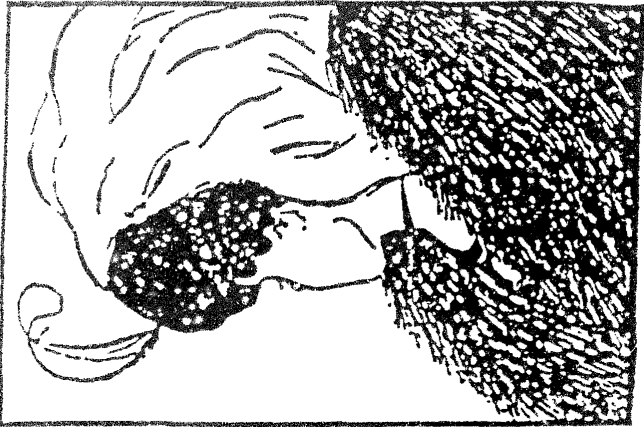
DISCUSSION QUOTES

ALL LIFE IS INTER-RELATED. WE ARE ALL CAUGHT IN AN
INESCAPABLE NETWORK OF MUTUALITY, TIED INTO A SINGLE
GARMENT OF DESTINY. WHATEVER AFFECTS ONE DIRECTLY,
AFFECTS ALL INDIRECTLY. ---- REV. DR. MARTIN LUTHER
KING, JR.

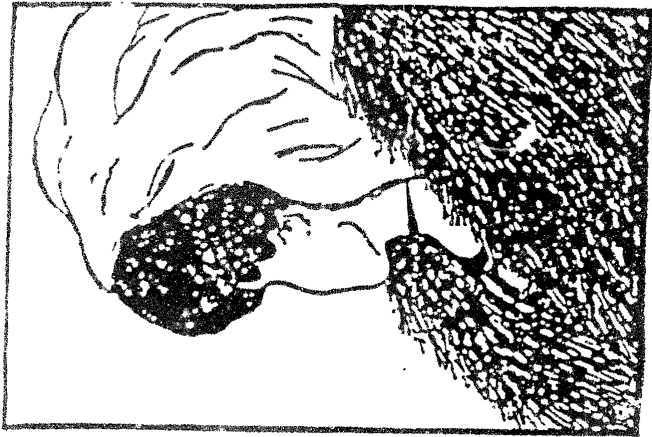
PEOPLE HATE EACH OTHER BECAUSE THEY FEAR EACH OTHER
THEY FEAR EACH OTHER BECAUSE THEY DON'T KNOW EACH OTHER
THEY DON'T KNOW EACH OTHER BECAUSE THEY DON'T COMMUNICATE
AND THEY DON'T COMMUNICATE BECAUSE THEY ARE SEPARTED
---- REV. DR. MARTIN LUTHER KING, JR.

IF YOU SEE IN ANY GIVEN SITUATION ONLY WHAT EVERYBODY ELSE
CAN SEE, YOU CAN BE SAID TO BE SO MUCH A REPRESENTATIVE OF
YOUR CULTURE THAT YOU ARE A VICTIM OF IT. ---- S.I.
HAYAKAWA

APPENDIX H
OLD/YOUNG WOMAN PERCEPTION EXERCISE



PICTURE 6



PICTURE 3



PICTURE 5

APPENDIX I
MAGNER B-13 SHEET

THE MAGNER B-13 SHEET

When you look at the following, what do you see? A B C
"ABC" right; pretty basic. However, like many of life's
situations there is more here than meets the eye. I am
going to change what you see by not changing the picture
but by adding to it. This is like what happens when you
have a perception or an attitude about a student and his
misbehavior. Then the School Psychologist tells you about
the child's destructive homelife and how he is reacting to
the stress. Now you see the student differently. His
misbehavior has not changed but you have a different
attitude because of additional information. That is what
will happen here. (Now write a 12 above the B-13

and a 14 below the B-13.) Now we have "A, B, C" or 13,

depending on where you come from. This is called the
B-13. If you come from 12 it is a 13 and if you come from
A, then it is a B. This is the way many of life's
perceptions are. They depend on where you come from or
what your experiences have been. It is important to
realize that if you don't see something the same way
someone else sees it, that's alright, you have probably
had different experiences and it is ok for people to see
the same thing differently. If later during the
workshop-class, participants engage in the process of
trying to "force" others to see things their way,
reminding them that, "here we have another example of a
B-13" seems to resolve the conflict.

APPENDIX J
RUMOUR CLINIC

Rumor-Clinic Observation Form

ACCIDENT REPORT: "I cannot wait to report this accident to the police. I must get in the hospital as soon as possible."

"The delivery truck, heading south, was turning right at the intersection when the sports car, heading north, attempted to turn left. When they saw that they were turning into the same lane, they both honked their horns but continued to turn without slowing down. In fact, the sports car seemed to be accelerating just before the crash."

| Volunteer Distortions | Additions | Deletions |
|--------------------------|-----------|-----------|
|--------------------------|-----------|-----------|

1

2

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(Policeman)

APPENDIX K
E-PRIME SHEET

E-PRIME
THEORY SHEET

The words we use evoke images. Although we cannot control how those images are perceived, to an extent we can shape them by choosing our words carefully. One word that warrants especially careful use is the verb to be ("is", "are", and so forth) because it reflects a state of existence or a fact.

For example, someone might say, "He is unfriendly" or "She is dependable." Qualities such as unfriendliness and dependability are called associative attributes and represent statements of opinion rather than statements of fact. Definitive attributes, on the other hand, are those that describe observable characteristics--facts rather than opinions. Examples are "He ignores me when I say hello" or "She consistently completes her work on time."

The problem is that people tend to use and to interpret associative attributes as definitive attributes. Often a listener hears a comment such as "He is unfriendly" and assumes that the person is, in fact, unfriendly. If such a statement were challenged, the speaker would be required to substantiate it by providing a factual description.

Conversation that omits the forms of the verb to be is known as "E-prime English". Although extremely difficult, thinking in E-prime English can help us to become aware of the ways in which we are likely to describe others. In turn, thinking about the way in which meanings are likely to be interpreted can help us to choose our words wisely and to listen with discrimination. We need to become conscious of the difference between definitive (fact) and associative (opinion) attributes so that as speakers and as listeners we are able to distinguish one from the other and to communicate more effectively.

The 1988 Annual: Developing Human Resources, University Associates

APPENDIX L
CONFLICT CYCLE

CONFLICT CYCLE

Just as it is useful to be able to label the type of conflict, it also helps to know that most conflicts, large or small, interpersonal or international, follow pretty much the same pattern. To get a good conflict going, you need:

two or more
PEOPLE

who
INTERACT
and
PERCEIVE

INCOMPATIBLE DIFFERENCES
between, or
THREATS to

their
RESOURCES,
NEEDS, or
VALUES

This is the
POINT OF
CONFLICT

This causes them to
BEHAVE in

RESPONSE
to the INTERACTION and their
perception of it.

The conflict will then
ESCALATE or DE-ESCALATE

The conflict will ESCALATE if:

1. there is an increase in exposed emotion, e.g. anger, frustration
2. there is an increase in perceived threat
3. more people get involved, choosing up sides
4. the people were not friends prior to the conflict
5. the people have few peacemaking skills at their disposal

The conflict will DE-ESCALATE if:

1. attention is focused on the problem, not on the participants
2. there is a decrease in exposed emotion and perceived threat
3. the people were friends prior to the conflict
4. they know how to make peace, or have someone to help them do so

APPENDIX M
ROBERT'S CONFLICT RESOLUTION STRATEGIES

Robert (1982:76-91) listed fifteen strategies for communicating under conditions of interpersonal conflict which would be valuable to remember during SBM sessions:

(1) Avoid judgements. (2) Deal with present behavior not the past. (3) Pay attention to the other person's non-verbal language. (4) Use "I" messages to voice a concern. (5) Apply strategic-effective openness regarding your thoughts and feelings. (6) Choose your words carefully to avoid misunderstandings and misrepresentations. (7) Give the other person permission to respond according to their comfort level. (8) Restate or paraphrase what you hear. (9) Use reflection or active listening strategies. (10) Beware of questions that may really be statements or at least are not authentic. (11) Utilize the power of silence and delayed response. (12) Don't be afraid to say, "You may be right." (13) Avoid interpreting motives. (14) Do not give advice. (15) Use balanced appropriate humor.

APPENDIX I
GROUP PROBLEM SOLVING TECHNIQUES

Group Problem Solving Techniques

NOMINAL GROUP TECHNIQUE. With features of both brainstorming and brainwriting, the nominal group technique is an idea-generating procedure that permits written recording and verbal discussion of ideas for problem solving, planning, and needs assessment.

As described by creativity consultant and trainer M.O. Edwards (1982), the process begins with the group leader giving a carefully selected group of five to nine persons a written statement of the problem and reading it aloud to them. The group members then silently write down their ideas without discussion with others. The second step is a round-robin recording of the ideas generated.

The third step is a serial discussion of each idea for clarification, with the leader asking for questions or comments on each idea listed. Step four involves a group method for aggregating the perceived importance of each idea. If desired, more than one group can be used.

SYNECTICS. From the Greek, meaning a joining together of different elements, the word refers to a group problem-solving technique that stresses the use of analogy and metaphor.

The concept was originated by William J.J. Gordon, who founded Synectics, Inc., with George Prince in 1960. In 1967 Gordon split off to form Synectics Educational Systems, where he and his associates have focused on the use of metaphor in creative thinking. Prince stayed to head up Synectics, Inc., where he and his associates have since elaborated the original technique with such mechanisms as expressing the problem as wishes, making absurd connections, using approximate thinking, and drawing personal analogies ("be the thing").

RANDOM WORD PLAY. A creative problem-solving technique, based on forced relations, suggested by de Bono (1970). M.O. Edwards describes how it typically works: First, select a random word from the dictionary which has no logical connection whatsoever with your problem. Then play with the word and test each new thought to see if it might indicate a solution to your problem. Random object play is a variation in which the attributes of an object are used as trigger words for generating original ideas.

APPENDIX O
VON OECH'S MENTAL LOCKS

VON OECH'S MENTAL LOCKS

1. THE RIGHT ANSWER.
2. THAT'S NOT LOGICAL.
3. FOLLOW THE RULES.
4. BE PRACTICAL.
5. AVOID AMBIGUITY.
6. TO ERR IS WRCNG.
7. PLAY IS FRIVOLOUS.
8. THAT'S NOT MY AREA.
9. DON'T BE FOOLISH.
10. I'M NOT CREATIVE.

APPENDIX P
QUALITY CIRCLES TECHNIQUES

Quality Circle Techniques

STRUCTURED BRAINSTORMING is a method of eliciting a free flow of ideas from a group in order to solve a problem. Circle members learn the DOVE guides for brainstorming:

- . Do not judge ideas.
- . One person in turn.
- . Variety in thinking is important.
- . Energize the group with creative thoughts.

Each person answers the brainstorm question, "What do you think is the most important problem?" or says, "I pass". A recorder writes all the ideas down on a large sheet of paper hung on the wall. Responses come in turn from each person around the circle until all say, "I pass". There are no interruptions for discussions, clarity or debate in this first part of the process.

When all ideas are recorded, the leader moderates a discussion until everyone is satisfied that the issues are clear. The group then votes on the ideas to establish a rank order of importance.

Brainstorming and voting are used many times in quality circles to identify the most pressing problems, select solutions and make other decisions.

DATA GATHERING is carried out to verify the existence and nature of the problem. Circle members learn a variety of ways to gather hard facts to support their ideas, including how to use interviews and surveys. The data collected may or may not confirm the ideas agreed upon through brainstorming and voting.

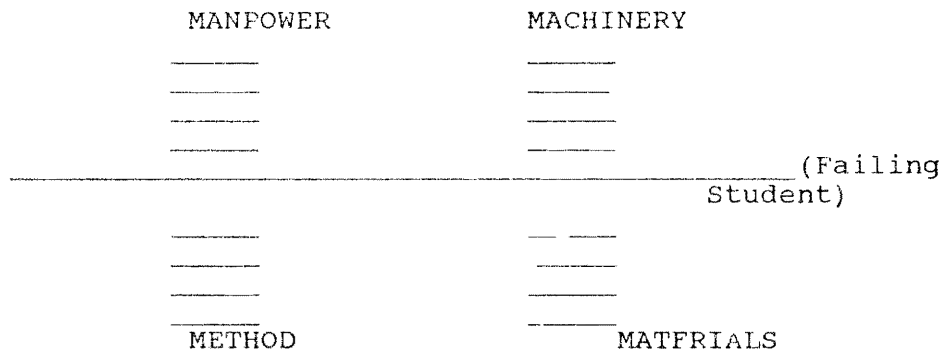
STATISTICAL CHECK SHEETS are the first tools which circle members learn to devise, use and interpret. Data is recorded to answer questions like How many? How often? How much? How long? For example:

Low Achievement Check Sheet

| Item | M | T | W | T | F | TOTAL |
|----------------|----|-----|---|-----|-----|-------|
| A Tardy | x | x | | x | x | 4 |
| B No Materials | | | | | x | 1 |
| C No Books | xx | x | | | xxx | 6 |
| D Absent | | | x | | | 1 |
| E Talking | x | xxx | | xxx | x | 8 |
| F Not Ready | x | | | x | | 2 |

PARETO ANALYSIS is a method used to analyze and compare statistical data using a bar chart. What do the facts and figures mean? How does one factor compare with another? What conclusions are warranted by these facts? The bar chart shows clearly which problem needs priority attention.

FISHBONE CAUSE AND EFFECT ANALYSIS is a method using brainstorming and voting to discover and repair the reason for a product failure. A chart is constructed to speed the discussion of four standard sub areas: Manpower, Machinery, Method and Materials. Applied to the Pareto analysis above, the chart would look like this:



PROCESS CAUSE EFFECT ANALYSIS is a method used to work backward from a problem to its cause in order to see where the breakdown may be started. For example, beginning with Effect C on the Low Achievement Check Sheet, circle members might diagram steps in the process like this:

| | | | |
|---------|--------|------|-------|
| Working | | | |
| Late | Get up | Rush | No |
| No Home | Late | Out | Books |
| Work | | Door | (C) |
| Done | | | |

PRESENTATION TECHNIQUES vary, but circle members learn how to present a solution to management in the most effective manner. They learn how to state a purpose, organize data, answer questions, debate a point simply and clearly, and use visuals and other learning aides to make their case well.

APPENDIX Q
RULES FOR BRAIN STORMING

RULES FOR BRAINSTORMING

1. Express no negative evaluation of any idea offered.
2. Work for quantity.
3. Encourage off-beat or half-formed ideas.
4. Expand or elaborate on one another's ideas.
5. Record each idea.

Here are some warm-up brainstorm topics (3-4 min):

1. Ways to improve the bathtub.
2. Ways to determine the weight of an elephant.
3. Uses for junked automobiles.
4. How can Coyote catch the Road Runner?
5. New kitchen appliances.
6. Things to do while waiting at the dentist's office.
7. What to do when you're at a party and discover a large rip in the seat of your pants.
8. Everything you know about bubble gum.
9. Questions to ask of Superman.
10. Excuses for not having your homework done.

Warm-up brainstorming sessions, like more serious ones, can be done by the whole class with two or three recorders alternating in writing down the ideas or in small groups of five or six with a recorder in each group. When brainstorming is done in small groups, it is a good idea to have the recorders read out the lists to the entire class.

Brainstorming is fun in itself, but the teacher should point out that the importance of the skill is in the thinking patterns it promotes: actively reaching out, deferring immediate judgments, and seeing problems within new frames of reference.

To set brainstorming in the larger context of critical thinking and problem-solving, the teacher might ask the students to go back to their lists of ideas (on how to improve the bathtub, for instance) and, using this list as a pool of ideas, to write individually a paragraph describing the ideal bathtub. After five minutes of writing, the teacher calls for volunteers to read their paragraphs. Another possibility (for what to do with junked automobiles, for example) is for students to go back to their lists to select and develop two or three ideas which could contribute to a realistic solution for this problem. In each of these cases, the teacher is demonstrating the value of first generating raw material in a large, expanding framework before attempting to select, organize, and shape it to a particular purpose.

APPENDIX R
TEAM BUILDING PROJECT

TEAM BUILDING PROJECT

TEAM NAME _____

TEAM MOTTO _____

TEAM MEMBERS

TEAM SYMBOL

DATE _____

SITE _____

APPENDIX S
GROUP PROCESS REVIEW SHEET

GROUP PROCESS REVIEW SHEET

1. What behavior helped the group accomplish the task?
2. What behavior hindered the group in completing the task?
3. How did leadership emerge in the team?
4. Who participated most?
5. Who participated least?
6. What feelings did you experience as the task progressed?
7. What suggestions would you make to improve team performance?

APPENDIX T
MEETING QUESTIONNAIRE

Meeting Questionnaire

Instructions: Read the three scored headings and use them to evaluate each statement. Choose one score (4, 2, or 0) that corresponds to your opinion of how the statement applies to your meetings. Write the score in the appropriate blank.

| | SCORE: 4 | 2 | 0 |
|---|-------------------|----------------|----------------------|
| | True (Usually) | Some- times | Not True (Seldom) |
| 1. The purposes of our meetings are not defined. | ___ | ___ | ___ |
| 2. We do not decide what we want to achieve by the end of a meeting. | ___ | ___ | ___ |
| 3. People do not prepare sufficiently for our meetings. | ___ | ___ | ___ |
| 4. We seldom review our progress during meetings. | ___ | ___ | ___ |
| 5. We do not allocate meeting time well. | ___ | ___ | ___ |
| 6. Ideas and views often are lost or forgotten. | ___ | ___ | ___ |
| 7. We do not decide which agenda items have priority. | ___ | ___ | ___ |
| 8. We allocate equal amounts of time to trivia and important issues. | ___ | ___ | ___ |
| 9. We often are diverted from the matter at hand. | ___ | ___ | ___ |
| 10. People lose concentration and attention. | ___ | ___ | ___ |
| 11. Sometimes there are several meetings when there should be one. | ___ | ___ | ___ |
| 12. We do not review and confirm what has been agreed upon and how those decisions will be activated. | ___ | ___ | ___ |

APPENDIX U
EFFECTIVE PROBLEM SOLVING SURVEY AND
COUNCIL MEETING GUIDELINES

Effective Problem-Solving Survey

Instructions: Please give your candid opinion of your team's most recent problem-solving session by rating its characteristics on the seven-point scales shown below. Circle the appropriate number of each scale to represent your evaluation.

| | | |
|---|---------------|--|
| Lacked order and poorly controlled | 1 2 3 4 5 6 7 | Orderly and well controlled |
| Confusion about objectives | 1 2 3 4 5 6 7 | Clear and shared objectives |
| Organization inflexible, | 1 2 3 4 5 6 7 | Organization was appropriate to task |
| Criteria for success not established | 1 2 3 4 5 6 7 | Clear criteria for success established |
| Information was poorly evaluated | 1 2 3 4 5 6 7 | Information was well analyzed |
| Planning was inadequate | 1 2 3 4 5 6 7 | Planning was effective, thorough |
| Action was ineffective | 1 2 3 4 5 6 7 | Action was effective, adequate |
| No attempt to learn from the experience | 1 2 3 4 5 6 7 | Thorough review to help team learn from experience |
| Time was wasted | 1 2 3 4 5 6 7 | Time was well used |
| People withdrew or became negative | 1 2 3 4 5 6 7 | Everyone participated positively |

SBM COUNCIL MEETING GUIDELINES

AGENDA ITEMS PROPER

1. Arrange (before the meeting) to have somebody else present each agenda item.
2. Encourage the expression of various viewpoints--the more important the decision, the more important it is to have all pertinent information (facts, feelings, and opinions) on the table.
3. Expect differences of opinion--when handled well, they can contribute greatly to creative solutions.
4. Be careful of agreements reached too easily--test to be sure people really do agree on essential items.
5. Don't let discussion continue between two people, ask others to comments. After all, it is the group that needs to make the decisions and carry them out.
6. As much as possible, hold people to speaking for themselves only and to being specific when they refer to others. Do not accept: "some people say...", "we all know...", "they would not listen..." Even though this is scary in the beginning, it will foster building of trust in the long run.
7. Keep looking for minor points of agreement and state them--it helps morale.
8. Encourage people to think of fresh solutions as well as to look for possible compromises.
9. In tense situations or when solutions are hard to reach, remember humor, affirmation, quick games for energy, change of places, small buzz groups, silence, here and now wheel, etc.
10. When you test for consensus, state in question form everything that you feel participants agree on. Be specific: "Do we agree that we'll meet on Tuesday evenings for the next two months and that a facilitator will be found at each meeting to function for the next one?" Do NOT merely refer to a previous statement: "Do you all agree that we should do it the way it was just suggested?"
11. Insist on a response. The participants need to be conscious of making a contract with each other.
12. If you find yourself drawn into the discussion in support of a particular position, it would be preferable to step aside as facilitator until the next agenda item. This can be arranged beforehand if you anticipate a conflict of interest.
13. Almost any meeting will benefit from quick breaks in the proceedings--energy injections--provided by short games, songs, a common stretch, etc.

EVALUATION

In small meetings (up to 50 people at least) it is often wise to evaluate how things went (the meeting process, that is, not the content). A simple format: on top of a large sheet of newsprint or a chalkboard put a + on the left side, a - in the middle, and a * on the right side. Under the + list positive comments, things that people felt good about. Under the - list the things that could have been done better, that did not come off so well. Under the *, list specific suggestions for how things could have been improved.

Don't get into arguments about whether something was in fact helpful or not; people have a right to their feelings. It is not necessary to work out consensus on what was good and what was not about the meeting.

A few minutes is usually all that is needed--don't drag it out. Try to end with a positive comment.

Meetings almost invariably get better after people get used to evaluating how they function together.

CLOSING

Try to end the meeting in the same way it started--with a sense of gathering. Don't let it just fizzle. A song, some silence, standing in a circle, shaking hands--anything that affirms the group as such and puts a feeling of closure on the time spent together is good.

APPENDIX M
SBM ORIENTATION WORKSHOP

SBM ORIENTATION WORKSHOP

OBJECTIVES:

DOCUMENT THE NEED FOR SCHOOL IMPROVEMENT PROGRAMS
PROVIDE THE PARTICIPANTS WITH A WORKING KNOWLEDGE
OF SBM IN MPS
EXPLAIN THE BENEFITS OF SBM
MOTIVATE A COMMITMENT TO SBM BY THE PARTICIPANTS

AGENDA:

CONTEXT FOR SBM
WHAT IS SBM
BENEFITS AND CHALLENGES
GETTING STARTED
CAVEATS ON CHANGE
FINAL COMMENTS

HANDOUTS:

UPDATED MPS SBM DEFINITION
MPS SBM COUNCIL
MPS SBM SCHOOL BOARD EXECUTIVE COMMITTEE REPORT

APPENDIX N
SBM COUNCIL MEMBER WORKSHOP

SBM COUNCIL MEMBER WORKSHOP

OBJECTIVES:

TEACH THE COUNCIL MEMBERS ABOUT THE SBM PROCESS.
EXPLAIN DUTIES AND RESPONSIBILITIES OF COUNCIL MEMBERS.
DO TEAM BUILDING WITH THE COUNCIL MEMBERS.
TEACH THE SKILLS OF EFFECTIVE COMMUNICATION.
TEACH PROBLEM SOLVING SKILLS.
TEACH GROUP PROCESS AWARENESS AND STRATEGIES.
DEVELOP CONFLICT RESOLUTION SKILLS.
DISCUSS INDIVIDUAL SCHOOL CONCERNS.

AGENDA:

SETTING EXPECTATIONS AND GROUND RULES.
COMMUNICATION (LISTENING/PARAPHRASE).
GROUP CONSENSUS.
CONFLICT RESOLUTION.
ASSERTIVENESS TRAINING.
COMMUNICATION (I-STATEMENTS).
PROBLEM SOLVING TECHNIQUES (NOMINAL GROUP PROCESS,
APOLLO BRAIN STORMING).
DISCUSS AND PRIORITIZE LOCAL SCHOOL CONCERNS.
EVALUATION.
CLOSING.

HANDOUTS:

SBM MANUAL WHICH INCLUDED THE FOLLOWING:
COMMUNICATIONS SHEET
LOST IN THE DESERT EXERCISE
CONFLICT RESOLUTION SHEET
ASSERTIVENESS TRAINING DEFINITION AND GUIDELINES
PROBLEM SOLVING SHEETS (NOMINAL GROUP PROCESS AND
APOLLO BRAIN STORMING
LIST OF LOCAL SCHOOL CONCERNS.

APPENDIX O

MPS SBM BOARD EXECUTIVE COMMITTEE REPORT

Report of The Executive Committee On Site Based Management
To the Superintendent of Schools

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APPENDIX P
TEACHER EFFECTIVENESS SHEET

Who Owns the Problem

This skill precedes all others

| <u>Skill</u> | <u>Ownership</u> |
|------------------|------------------|
| Active Listening | OOP |
| Stroking | NOP |
| I Message | IOP |

Active Listening

For helping others when they own the problem. (OOP)
Involves feeding back the Other's feelings and thoughts so they gain catharsis and insight and I gain clarification.

e.g. "When _____ happens, you feel _____."
e.g. "It sounds like you're feeling _____."

Stroking

Useful when No One Owns Problems. (NOP)
Stroking enlarges the no problem area.
All of us need strokes in the form of touch and recognition.
People like those that give them genuine strokes.
A good motto is, "When in doubt, stroke."

e.g. "Here's a pat on the back."
e.g. "You did a good job."
e.g. "You're smart."

I Messages

For use when I Own the Problem (IOP).
Differs from "You Messages" because they are non put-down.
I Messages deal fairly with my needs, yet do not run a high risk of damaging my relationship with the Other.

| | | |
|----------|---------|--------|
| your | my | effect |
| behavior | feeling | on me |

e.g. "When you _____, I feel _____
because _____."

APPENDIX Q
RUMOR CLINIC

Rumor-Clinic Observation Form

ACCIDENT REPORT: "I cannot wait to report this accident to the police. I must get in the hospital as soon as possible."

"The delivery truck, heading south, was turning right at the intersection when the sports car, heading north, attempted to turn left. When they saw that they were turning into the same lane, they both honked their horns but continued to turn without slowing down. In fact, the sports car seemed to be accelerating just before the crash."

| Volunteer Distortions | Additions | Deletions |
|--------------------------|-----------|-----------|
|--------------------------|-----------|-----------|

1

2

3

4

5

6

(Policeman)

APPENDIX R
CONFLICT CYCLE

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and
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This is the
POINT OF
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This causes them to
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The conflict will then
ESCALATE or DE-ESCALATE

The conflict will ESCALATE if:

1. there is an increase in exposed emotion, e.g. anger, frustration
2. there is an increase in perceived threat
3. more people get involved, choosing up sides
4. the people were not friends prior to the conflict
5. the people have few peacemaking skills at their disposal

The conflict will DE-ESCALATE if:

1. attention is focused on the problem, not on the participants
2. there is a decrease in exposed emotion and perceived threat
3. the people were friends prior to the conflict
4. they know how to make peace, or have someone to help them do so

APPENDIX S
GREATER MILWAUKEE EDUCATION TRUST

T H E T R U S T
Greater Milwaukee Education Trust

Introduction

The Greater Milwaukee Education Trust is a civic partnership created by the Greater Milwaukee Committee (GMC) and the Metropolitan Milwaukee Association of Commerce (MMAC). The Trust was formed to carry on the work of the GMC Education Committee which issued its final report at the Annual Meeting of the Greater Milwaukee Committee on February 13, 1989. The Trust will facilitate and coordinate the establishment of partnerships between all sectors of the community and the public schools. The Trust is a non-profit organization whose initial funding has been provided by the GMC, MMAC, Milwaukee Public Schools, Rotary Club of Milwaukee and corporate sponsors. Membership is open to individuals and groups interested in active participation in The Trust.

The Trust exists because its partners believe that Milwaukee's human resources are the most critical component for community economic, civic and social prosperity. The Greater Milwaukee Education Trust's effective management of partnerships between the private and public sectors will help develop human resources to their fullest potential.

Programs

Initially, the Trust will be responsible for the ongoing operations of four programs initiated by the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce.

TEACHER AWARDS PROGRAM: The Teacher Awards Program (TAP) annually provides an opportunity for teachers to compete for grants in amounts from \$150 to \$1500. Twenty-five thousand dollars is raised annually through contributions from the private sector to support innovative ideas for improving learning in the classroom.

EDUCATION PARTNERSHIP PROGRAM: The Education Partnership Program acts as a catalyst to create and nurture mutually beneficial relationships between Milwaukee area schools, businesses, professional organizations, colleges, vocational schools, and the community-at-large. Financial and human resources are shared to help schools better educate the children of greater Milwaukee.

MANAGEMENT PARTNERS PROGRAM: The Management Partners Program pairs management people from Milwaukee's business community with Milwaukee Public School principals whose schools participate in the MPS School Based Management initiative. The Management Partners Program is designed to support the districts's efforts to give principals and school staff the authority to make decisions affecting the operation and educational programs in their schools. Principals and school staff benefit from the partners diverse management backgrounds. Management Partners in turn gain appreciation for the unique problems inherent in managing schools.

ONE ON ONE MILWAUKEE'S TEEN INITIATIVE: One on One provides a unique support network for adolescent students at risk of academic failure. The goals of the program are to engage students in extra-school activities which enhance their chances of school success and expose them to career and educational opportunities. One on One is truly a public-private partnership with resources coming from the state, city, county, business community and local professional organizations. One on One brings together teachers, school staff, family, youth-serving organizations and mentors to help improve the lives and futures of "at-risk" adolescents.

Contributors

Initial Contributors:

- . Metropolitan Milwaukee Association of Commerce
- . Greater Milwaukee Committee
- . Rotary Club of Milwaukee
- . First Bank Milwaukee
- . Miller Compressing
- . Grucco Corp.
- . William Brady Foundation
- . Harley-Davidson, Inc.
- . A.O. Smith, Inc.
- . Milwaukee Citizens' School Survey Foundation
- . Johnson Foundation
- . Family Service of Milwaukee
- . Milwaukee Public Schools
- . McBeath Foundation
- . Milwaukee Foundation
- . Stackner Foundation
- . Republic Savings & Loan
- . Northwestern Mutual Life
- . Taylor Electric
- . Cottrell Fund

- . WICOR
- . Badger Meter
- . Johnson Controls
- . Emory Clark Foundation
- . Miller Brewing
- . American Express Foundation
- . Milwaukee County
- . United Way of Greater Milwaukee
- . State of Wisconsin
- . Wisconsin Bell
- . Wisconsin Electric Power Company

Contributions (Equipment and Services):

- . Michael, Best & Friedrich
- . Harley-Davidson, Inc.
- . Arthur Young
- . Ernst & Whinney
- . Blunt, Ellis & Loewi
- . Xerox
- . Robert W. Baird & Co.
- . Taylor Electric
- . Miller Brewing
- . Quarles & Brady

Mission Statement

The primary goal of The Greater Milwaukee Education Trust will be the continuous improvement of the economic climate and the quality of life for all Milwaukee area citizens by supporting school systems and community efforts which provide our children with:

- . Safe, healthy, nurturing environments
- . Positive role models to which they can aspire
- . Experiences that improve relevancy of attaining an education
- . "Learn to work" opportunities
- . Convincing evidence that there are rewards for hard work, good citizenship and responsible behavior

STRATEGY: The Trust will assist in the development of a diversified workforce consisting of effective leaders, creative entrepreneurs and productive employees by:

- . Serving as a catalyst for increased public/private sector involvement and support for public education
- . Acting as a clearinghouse to promote improved educational programming and better collaboration between private and public sector
- . Providing Milwaukee with increased options for participation in programs which enhance the quality and value of education

The Greater Milwaukee Education Trust will encourage businesses, universities, vocational/technical colleges, governments, professional and labor organizations, community agencies and citizens to participate in all levels of the educational continuum by leveraging and brokering human and financial resources to achieve our objectives.

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Biographical Sketch of Student

In June, 1962, Clement L. Magner graduated from Loras College, Dubuque, Iowa with a biology major and chemistry, English and philosophy minors. He worked at the University of Iowa Hospitals as an orderly and a nuclear medical technologist. In January, 1966, he enrolled at the University of Wisconsin-Milwaukee in the School Psychology Program. In August, 1968, Mr. Magner received a Masters degree in School Psychology with an emphasis in educational research.

In August, 1968, Mr. Magner joined the Department of Psychological Services in the Milwaukee Public Schools. He worked in that Department until August, 1978 when he joined the newly created Department of Human Relations. He is currently working as the Human Relations Coordinator in Service Delivery Area One, which is one of the Milwaukee Public School's recently restructured service delivery areas.

On a part-time basis (evenings), Mr. Magner teaches in the Junior College Division and Associate Degree Program at Milwaukee Area Technical College. The courses that Mr. Magner teaches are General Psychology and Introduction to Human Relations. He has taught at Milwaukee Area Technical College for twenty years.