DOCUMENT RESUME

ED 437 708 EA 029 195

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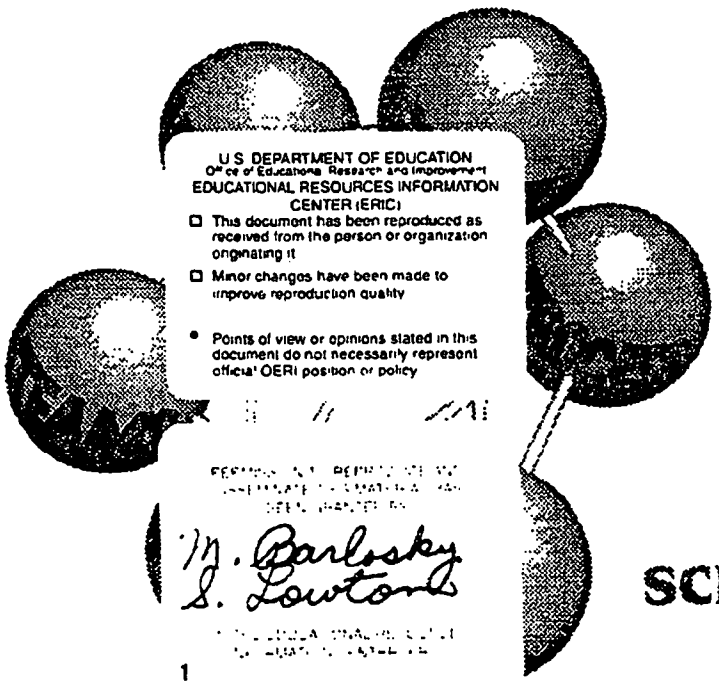
TITLE School-Based Budgeting. Developing Quality Schools: Learning Module #3. Making It Work--The Quality Schools Approach.
INSTITUTION Ontario Inst. for Studies in Education, Toronto.
PUB DATE 1995-00-00
NOTE 25p.; For the handbook and other learning modules, see EA 029 192-195.
AVAILABLE FROM Developing Quality Schools, Dept. of Educational Administration, 252 Bloor Street West, Toronto, Ontario, Canada, M5S 1V6; e-mail: slawton@oise.on.ca ($7; quantity discounts).
PUB TYPE Guides - Non-Classroom (055)
EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Budgeting; Definitions; Elementary Secondary Education; Foreign Countries; Guidelines; Program Implementation; *Quality Control; *Resource Allocation; *School Based Management; *Total Quality Management
IDENTIFIERS *Continuous Improvement

ABSTRACT

This learning module/handbook explains the rationale behind school-based budgeting (SBB)--the transfer of authority and responsibility for allocating a portion of school operating funds from the central school district to individual schools--and suggests practical implementation strategies. According to part I, SBB comes in many forms. Each school gets a "global," "block," or "lump-sum" budget (ranging from 2 to 90 percent of total expenditures) to allocate across various functions or for types of goods and services. Part II explains SBB's relationship to continuous quality improvement--the juxtaposition of clear purposes and goals for improvement with wisely allocated resources. Part III discusses the superiority of decentralized budgeting systems over traditional centralized systems. Part IV discusses whether school-based budgeting works. Part V outlines a three-tiered system for transferring budgetary authority and responsibility, showing how five educational systems decentralize responsibilities. Part VI explains how to develop SBB decision-making processes, and part VII offers three SBB models with explanatory tables. Part VIII outlines three activities to help practitioners improve understandings of SBB. Two appendices list 23 references and explain the Quality Schools Project. (MLH)

School-Based Budgeting



Martin Barlosky
&
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Making It Work—
THE QUALITY SCHOOLS APPROACH

Contents

Note: Throughout this learning module page references for related materials in *Developing Quality Schools: A Handbook* are provided in square brackets.
For example, "[*Handbook*, 118-127]" designates pages 118-127 in the *Handbook*. Additional material on the topic being discussed may be found by making use of these references.

PART I:

What is School-Based Budgeting?

School-based budgeting involves the transfer of the authority and responsibility for allocating a portion of the funds needed to operate a school from the central school district level to individual schools. School-based budgeting comes in many forms: in some approaches, from two to five percent of all expenditures are assigned to the school for allocation: in others, as much as 85 to 90% is assigned.

In the past, school boards often adopted budgets that spelled out to the penny the amount of funds a school could spend on textbooks, library books, supplies, equipment, temporary staff, transportation, and the like. Transfers from one fund to another were not allowed, nor was the practice of retaining unspent funds from one budget year to the next. Funds for regular school staff — teachers, administrators, custodians, secretaries — were part of the school system's budget, as were funds for psychologists, consultants, utilities, maintenance, and capital.

With school-based budgeting, each school is provided a "global", "block" or "lump sum" budget to allocate across a variety of functions for various types of goods and services needed by the school. This two-way scheme — function and type — is fundamental to building a budget in all schools. In an elementary school, functions might be classified as administration, kindergarten, primary, junior and senior grades. Funds for supplies, equipment, textbooks

ALLOCATING FUNDS TO SCHOOLS

Various systems exist for allocating funds to schools; most common, traditionally, have been per pupil allocations for supplies and equipment. In the United Kingdom, the Local Education Authorities (LEA) — which are committees of county councils equivalent to North American school boards — use allocation formulas with the following specifications:

Allocation of Resources by Formula

The LEA's aggregated school budget will be allocated to schools by a formula which has three elements:

1) *Age weighted pupil units - 75% of the budget must be allocated by this method*
2) *Premises costs*
3) *Special factors*

Kent County, one of the largest counties in Britain, implemented these guidelines as follows:

Age Weighted Pupil Elements

The Council . . . [adopted] weighting based on current patterns of expenditure [for age weighted pupil units] . . . as follows:

	Per Pupil
Primary Schools	1.00 unit
Secondary (Year 1-3)	1.58 units
Secondary (Year 4-5)	1.86 units
Secondary (Year 6-7 - "A" Level)	2.32 units

Individual school units will be calculated based on actual enrolment in January prior to the April start of the financial year. The 1986-89 value of a age weighted pupil unit ... [was] 630 pounds.

Premises costs

An allocation based on gross floor area for the following:

- *Building maintenance*
- *Energy costs*
- *Caretakers and cleaners-in-charge*

Special Factors

Special allowances to meet particular need of schools for:

- *Curriculum protection allows a lump sum to ensure even the smallest schools have a basic level of service*
- *Split sites*
- *Safety netting, operating for a transition period to limit the impact formula funding might cause compared to actual historical operating costs*
- *Salary adjustment factor to protect smaller school from the cost of high average salaries*
- *School with high pupil turnover*
- *Special needs, as established by each jurisdiction.*

[Source: Greene, 1989]

A Canadian school district allocates funds for release time for teachers (for professional development and field trips) and for supplies and equipment. Its formulas for 1995 were as follows:

Elementary schools

Replacement teachers: A base amount of $1,000 plus $155 times one-third of the number of full-time equivalent staff members assigned to the school in September ($155 Canadian being the daily cost of a substitute teacher).

Supplies and equipment: $3,900 base amount plus $117 per pupil (calculated as 40% of September enrolment plus 60% of February enrolment).

Secondary schools

Replacement teachers: $155 times 87% of the number of full-time equivalent staff members assigned to the school in September ($155 Canadian being the daily cost of a substitute teacher).

Supplies and equipment: $219 per pupil (calculated as 50% of September enrolment plus 50% of February enrolment).

and library books — and possibly staff — would then be allocated across each of these functions.

Although school-based, a budget may be subject to approval by school system administrators or, in a small system, by the school board itself in order to ensure that the budget conforms to provincial/state, federal, and school district policies and, if applicable, collective agreements. Ideally, this oversight is restrained since excessive direction from the top or restrictive guidelines quickly undermine any notion that authority and responsibility have been transferred to the school level.

During the fiscal year, the right to transfer funds from one fund to another is also conferred on the school. For example, an influx of non-English-speaking students might create a demand for English-as-a-second language (ESL) textbooks. A quick decision to purchase fewer library books or forego the purchase of some new equipment in order to purchase additional ESL materials would address this problem immediately, with no need to seek additional funds or approval from higher authorities.

At year's end, a fiscal accounting is prepared that describes all of a school's expenditures according to the original budget categories; some funds might be overspent (e.g., textbooks) and some underspent (e.g., equipment), but expenditures ought not to exceed the total funds allocated to the school. Differences between the approved budget and actual expenditures would be explained in a brief memo noting how needs or objectives changed during the year. Quite possibly, a surplus could be carried over to the following year, allowing the school to accumulate funds for a major purchase or for emergencies. If an error were made, and the school is in deficit, it would be expected to make up the deficit the following year.

In contemporary school systems, all accounting would normally be done using a computer terminal at the school level; ideally, an integrated information system linking purchasing and accounting would allow records to be kept with a minimum of fuss. A well-planned and executed school-based budgeting system allocates the authority and responsibility for the decisions — but not the labour of paying bills, salaries, and the like — to the school. If such a centralized accounting and purchasing system does not exist, then a micro-computer based accounting system would be needed.

In practice, not all funds managed by a school will in fact come from the district level. A high school of 1250 students, for example, may raise on the order of $250,000 per year for funding sports and music programs, excursions, and the like, and grants might be received from foundations or other levels of government. Dependence on alternative sources of revenue is increasing in many schools; some have entered into partnerships or formed educational foundations. Funds from these other sources deserve the same careful allocation and accounting as do district-level funds, and can often be used to complement district funds in order to help a school realize its vision (see Activity 2).

PART II:

Relationship of SBB to Continuous Quality Improvement

At first glance, school-based budgeting may not seem to have much to do with efforts to improve a school's quality; other than dealing with the seemingly inevitable annoyance of a shortage of texts in September and running out of pencils in May, most educators concentrate on teaching, evaluation and program, not bookkeeping. In large part, this is true because, in the past, the allocation of funds has been done at the school district level rather than the school level. Traditionally, senior administrators, trustees, union bargaining agents, private vendors, and the like make their deals "downtown" at the "central office". What, one might ask, has budgeting and accounting really got to do with improving individual schools?

The relationship between the two arises from the view that improving a school starts with two things:

- clear purposes or criteria to guide improvements, and
- the resources needed to pursue these goals.

Resources come in various forms — personal motivation, time, the assistance of other people, materials, skills, and equipment. If a school commits to a goal, but finds that resource constraints limit its attainment — as with the teaching of English to the ESL students mentioned above — then quality will not improve. School-based budgeting puts more control over the tools and resources needed to solve problems with

those in the front line who work directly with students.

Putting control at the school will not help, of course, if those in the schools and classes aren't skilled in managing resources. If they purchase too many resources — or the wrong resources — too often, then their efforts will fail. School-level personnel may be unused to clearly defining their purposes and engaging in team efforts to achieve them; they may lack specific skills and knowledge needed for success. But if they are treated as internal "customers" by others in the school system — by the purchasing agents who have expertise in selecting equipment, by school business officials who are skilled at accounting, and by resource personnel who can assist others in developing consensus — then their responsibility to allocate resources will be matched by wise decisions in pursuing school-level and classroom goals [Handbook: 87-100; also see Activities 3 and 41.

Conversely, if continuous quality improvement is sought without a form of school-based budgeting, it is unlikely to succeed. Sometimes, a strong commitment by an individual or an entire staff will overcome seemingly insurmountable odds to succeed without any external resources; other times, a sponsor for a school's vision may be found in the central office or an outside organization. More often, though, efforts that cannot be systematically supported will fail and lead to alienation and cynicism among those involved. Early and half-hearted attempts at school improvement and school-based budgeting are full of such unfortunate stories. Too often, schools' improvement initiatives are frustrated by a central office's routine practices and a lack of attention caused by the overwhelming demands faced by senior administrators and school trustees.

PART III:

Why Adopt School-Based Budgeting?

Adoption of school-based budgeting supports a decentralized style of management that redefines the roles of the central administration vis a vis the school. Traditionally, provincial/state and school district regulations have guided the management of schools through a system of standardization and supervision. Complementing this management style, "line item" budgeting served to implement school district priorities. So long as these aligned accurately with school needs, all schools were relatively similar, and there were sufficient funds to provide the needed resources, then this system of management was reasonably effective.

The weaknesses of centralized, bureaucratic systems using line-item budgeting, though, are familiar to all who have worked in schools. Invariably, central allocations do not match local needs; as a result, funds are spent on unnecessary resources in one area while needs in other areas go unmet.

Central allocation = Misallocation

Nothing is more frustrating to a principal than finding out that $10,000 is languishing in a budget, earmarked for repaving the school parking lot, but that it's impossible to dig up $5,000 for a desperately need remedial program.

Such budgetary nonsense occurs because principals — who know better than anyone what their schools' priorities are — too seldom have any say over how limited school funds are spent. Instead, it is the central office — distant both geographically and, sometimes, philosophically — that dictates individual school budgets.

[Neal, 1989]

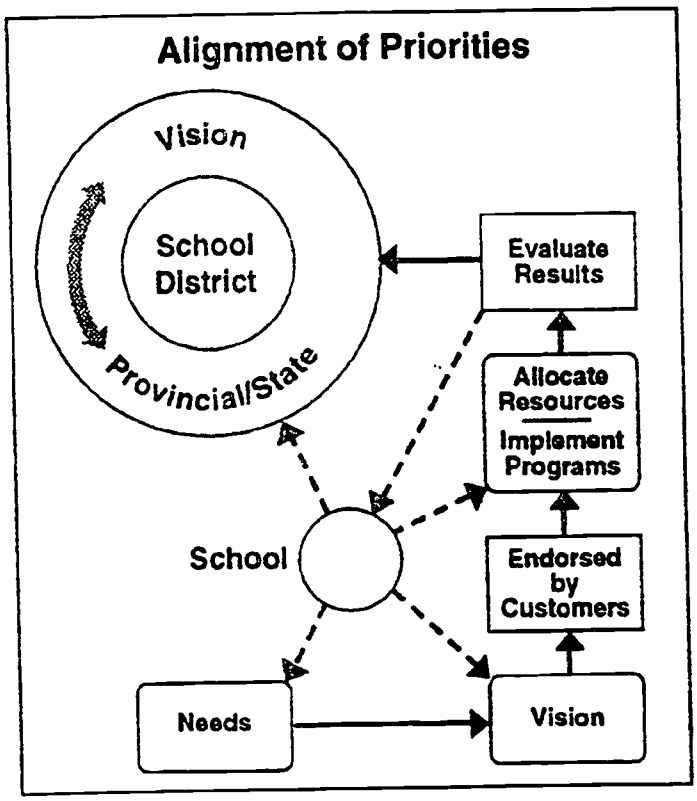
As well, with the costs of substitute teachers and utilities covered out of the central budget, there is no incentive to economize at the school-level. Standardization of supplies — often coming from a central warehouse — also means that teachers have to make do with materials they would not choose themselves. And, of course, come the end of the year, there is always the rush to ensure no funds go unspent.

Who Decides?
Continuum: Support Service Decision Making

Decentralized Model		*Centralized Model*
1. COPIERS Schools Buy Any Copier/ Maintenance Agreement	Business Office Identifies 2 or 3 Copiers Approved for Purchase	Business Office Installs Single Brand of Copier System District-Wide
2. COMPUTERS Schools Buy Any Brand of Computer	Business Office Identifies 2 or 3 Computers Eligible for District Purchase	Business Office Installs Single Brand of Computer District-Wide
3. MAINTENANCE Schools Set All Priorities for Maintenance Projects	Basic Allocation from Maintenance Department for School-Based Priorities —Limited District-Wide Maintenance Projects	Maintenance Department Sets All Priorities for Projects Based on District-Wide Priorities

[Adapted from Lausberg, 1990, p. 13]

A well designed system of school-based budgeting facilitates not only the realization of a school's vision, but also the achievement of school district and provincial/state goals. This seeming paradox belies the notion that each school must make is own way, or, as one administrator put it, that "each tub is on its own bottom." School trustees and provincial state officials are important "customers" for each school they set general expectations as to the direction and priorities of schools. Unfortunately, in recent years, politicians' frustration with the apparent inertia or disorder in local educational bureaucracies has prompted them to try to micro-manage schools — mandating items like class size, textbooks, percentage of the budget to be spent on administration, periodic rotation of principals, and the like. When central authorities play the appropriate role of setting policy directions — steering rather than rowing — then schools can ensure that their own priorities are in alignment with those of the system's leaders, while taking into account local needs and preferences. The two can be complementary, not contradictory.



PART IV:

Does School-Based Budgeting Work?

We can't hide the fact that, to date, no study has shown that school-based budgeting (or its more inclusive cousin, school-based management) results in higher standardized achievement test scores for students or lower per pupil expenditures. While this lack of positive evidence can be accounted for by the relatively short time that school-based budgeting initiatives have been in place, by the failure of officials to grant adequate authority to schools, by a lack of knowledge and skill at the school level, or by effects of student and administrator transiency, it is still the most often quoted reason for opposing the introduction of school-based budgeting. Offsetting this lack of statistical evidence is the clear and evident need to make educational systems more efficient and effective, and the lack of competing alternatives for change that hold greater promise of success. As well, many testify as to its effectiveness at improving educational environments for educators and students when it has been properly implemented.

Answering Skeptics

People who are unconvinced by the philosophical arguments behind LFM [Local Financial Management] often ask me to 'prove' that it has made education better for the pupils in my school. I am unable to do so in any clear and statistical way. Instead I would point to what has been done and I would argue that these actions have brought significant advantages to the education of the pupils, mainly through making teaching conditions better for their teachers. For example, the fact that we now have a part-time librarian means that the libraries are open more often and the books better organized than before. . . . We can point to specific items of equipment, particularly in the sphere of technology and computing, and say that we would not have been able to buy those when we did had it not be for LFM. I can indicate that we have able to reduce the occasional over-sized class by buying-in an extra couple of teaching periods to enable a class to split. Perhaps the [most] important, yet intangible, advantage to the school as a whole is that . . . we are to a much greater extent masters of our own destiny. This helps to foster a pride in our own establishment and encourages initiatives and a measure of independence of action. In a word, it can produce, at all levels, greater job satisfaction.

[Downes, 1986, p. 6]

One factor has often tarnished the reputation of school-based budgeting: it is introduced at a time of economic hardship as a means of transferring responsibility for making difficult decisions from the central level to the school. In the United Kingdom, New Zealand, Chicago, and several Australian states, school-based budgeting was introduced at a time of economic crisis. The same holds today in several Canadian provinces.

Another factor that has discredited the effectiveness of school-based budgeting is its contemporaneous introduction with a power-based model of school councils that assumes ethnic, union, departmental and other interests take priority over the interests of students. We believe — and all evidence to date points toward the conclusion — that a consensus-based model for decision making for school councils leads to success [Handbook: 85-131]. So long as the focus of the school is on providing the best possible education for the students, the composition of the school council is not critical and ought not be a matter for excessive debate or prescription. A school council working on a consensus decision-making model can provide the synergy needed to bring vision and budgeting together in the generation of continuous quality improvement.

PART V:

Areas for School-Based Decisions

Perhaps the most controversial aspect of school-based budgeting concerns the breadth of responsibility that is assigned to the school: Will it be a modest level, restricted to the right to transfer funds between line items assigned to the allocation for supplies and materials? Will it be expanded to include expenditures for utilities, routine maintenance, substitute teaching and professional development? Will it include all staffing, capital for durable equipment, and transportation, with only major capital expenses and central administrative costs retained for the school system?

Edmonton, Alberta, in 1979-80, budgeted only 2% of the total operating budget of the district directly to schools for discretionary expenditures on minor items. By the 1988-89 school year 74% of the total budget was "allocated directly to individual schools to cover the costs of certificated and noncertificated staff members, as well as the costs of supplies, equipment, services, utilities, and maintenance" (McConaghy, 1989)

Edmonton set a pattern followed by other jurisdictions such as New South Wales, Australia and the Commonwealth of Kentucky by expanding the scope of school-based budgeting one stage at a time. Edmonton took a decade to complete the process, New South Wales three years (1989-1992), and Kentucky five years (1991-1996)

(Kentucky Office of Education Accountability,1994). In each case, strong political and administrative leadership drove the change. Other systems, such as Rochester, New York, have found that a
moderate level of fiscal decentralization suits local conditions (Lawton, 1992; Handbook: 78-79; 99-100)

Based on the experience of these and other jurisdictions, the transfer of authority and responsibility over budgetary items can be placed into three tiers:

Tier I: Supplies and materials for school-level administration and instruction; telephone; equipment repair and replacement; and textbooks and library books (Approximately 3% of total current expenditures)

Tier II: All of Tier I plus transportation for co-curricular activities; substitute teaching for field trips and professional development leave; 50% or more of professional development funds; 50% or more of transportation for professional development; utilities (gas, electricity, oil, waste removal); temporary support and cleaning staff; routine building maintenance; consulting services such as curriculum support; and psychological and social services. (Approximately 13% of total current expenditures).

Percent of Total Current Expenditure Allocated to Various Functional Categories for Budget Years 1994-1995 and 1984-85 in the United States

	All Reporting Districts 1994-95	1984-85
Per Pupil Expenditure	$5,767	$3,173
Percent of total current expenditures allocated to		
Total Instructional Services	69.4	65.2
Total Student Services	7.2	7.9
School Site Leadership	5.5	5.8
Central Administration/ School Board Services	4.7	5.0
Maintenance and Operations	7.8	9.0
Environmental Conditioning	2.6	4.1
Other current expenditures	2.7	3.0

(Adapted from Table 1, Protheroe, 1995)

Tier III: All of Tiers I and II plus school-level salaries, calculated on the basis of either average cost or actual cost, for teaching, teacher aides, administration, support services, cleaning and routine building maintenance. Also included may be pensions and benefits for staff (Approximately 85-90% of total current expenditures).

The big jump between tiers II and III is due to the large proportion of current expenditures (i.e. total expenditures excluding debt and capital) that are committed to salaries (Protheroe, 1995).

Much of the confusion concerning school-based budgeting arises from a failure to distinguish the kind of system being discussed — what we have termed Tier I, II or III systems. Most advocates of school-based budgeting assume that a Tier III system is most appropriate; much of the research that demonstrates problems with SBB has been conducted on Tier I or II type systems. This disparity leads to wrong conclusions and mistaken policy judgements. The extreme variation in the extent of allocation of decision-making authority in various jurisdictions is indicated in Table 1.

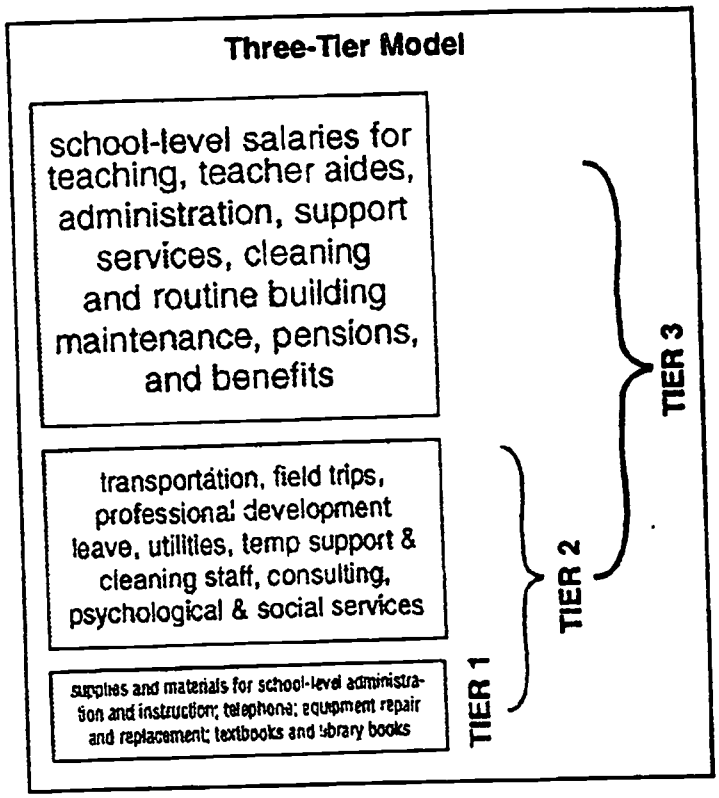


TABLE 1. Decentralization of Responsibility to the School in Five Educational Systems

PROGRAM DELEGATED	NEW ZEALAND	VICTORIA, AUSTRALIA	ENGLAND	EDMONTON, ALBERTA	ROCHESTER, NEW YORK
Staffing	High	Low	High	High	Medium
Cleaning	High	High	High	Low	Low
Maintenance	Medium	Medium	Medium	Low	Low
Accounting	High	High	Medium	Medium	?
Curriculum	Medium	Low	Low	Medium	Medium
Psychological Services	High	Low	?	Medium	Low
Substitute Teachers	High	High	High	High	?
Personnel Development	High	High	High	High	?
Transportation	?	?	?	Low	?
Capital	Medium	Medium	Low	Low	Low
Utilities	High	High	High	?	?
Superannuation	Low	Low	Low	Low	Medium
Collective Bargaining	Low	Low	Low	Low	Medium
	29/12	21/12	20/11	18/11	8/6
Degree of Decentralization	2.4	1.8	1.8	1.6	1.3

(Lawton, 1992)

Note: Decentralization scores are means based on 1 = low; 2 = medium; and 3 = high.

PART VI:

Decision-Making Process and SBB

How should a school go about developing its budget? How should the budget be administered? One of the leaders in the introduction of school-based budgeting, Mike Strembitsky, the former superintendent of the Edmonton, Alberta public school system, introduced the practice as an administrative reform, leaving it up to the principal to develop the budget as he or she chose. Some of these principals did the budgeting themselves; others used their school's administrative team; still others set up school councils, some composed only of internal members of the school and others including parents and community members.

The prevailing thought is that a collaborative approach, either within the school or including the public, is the best approach. Nevertheless, empirical studies have repeatedly demonstrated that a poorly thought out process can result in extremely heavy workloads for staff and can be the source of considerable conflict. Experience to date suggests caution: focus first on developing a consensus style of decision making and the creation of a vision, goals and objectives (see *Learning Module #1*). Find the "North Star" to guide your efforts to improve quality. Without a strong sense of direction, differences of opinion and value will prove difficult or impossible to resolve.

Given priorities, one can then follow with the allocation of funds. In practice, base budgets can be set for functions and programs that reflect a given percentage of the current year's expenditures or budget — say 90%. The remaining 10% then may be reallocated according to the coming year's priorities. This approach tends to minimize conflict since no one's interests or programs are put entirely at risk. Even if only 2% is reallocated each year, over a five year period, a 10% reallocation will have taken place — $500,000 in a school with a $5,000,000 budget operating under a Tier III type of program.

During the year, persons delegated the authority to make purchases by the principal would do so by submitting appropriate purchase orders or informing support staff of their needs so that electronic order forms could be completed on the school's computer terminal. The principal would review the request on his or her terminal and enter a confidential authorization code before the order was forwarded electronically to the school district's purchasing department. No doubt the principal would first double-check the balance of the funds allocated to the department or unit making the request to ensure sufficient funds were available; if there were not, a brief conversation might be needed before confirmation is given — or the request modified.

District purchasing staff, too, would ensure that the school was not overspending its total budget, that the item was properly coded, and that the commitment of funds was recorded against the outstanding balance when the order is sent. Once the item or service was received, the school's staff would inform purchasing so that the transaction records could be completed and the funds withdrawn from the school's account and the bill paid.

All this can be done with a paper system, but to do so creates an unnecessary workload and avoidable delays. Given the ready availability of integrated financial systems for micro-computers and mainframes of all types, there is really no need to use paper.

In practice, one of the most valuable assets for lubricating a budgeting system is a modest reserve fund of 2 or 3% of a school's total budget. Such a reserve can be used for innovation, emergencies, salving wounds, and recognizing excellence. It can be set up as a separate program for "school development" and be funded with surplus expenditures not reallocated for other purposes. It acts like a shock-absorber, allowing the school and its leaders to ride the waves of change a bit more smoothly.

The Edmonton Experience

[Mikel Strembitsky (then superintendent of the Edmonton, Alberta public school system] describes it as "a decentralized system and also a centralized system in terms of accountability." He also says that the schools are free to make decisions to meet local needs, but they are constrained by a districtwide mission statement....

Each school is allocated an average of $43,005 per teacher. Consequently, schools gain no financial advantage by hiring less-experienced teachers....

I recently visited an elementary school to observe how the principal and the staff went about the 1988-89 budgeting process... Early in September, the school staff established a budget committee, whose head worked very closely with the principal in setting time lines and preparing a budget. In January ... the staff members were invited to a meeting to interpret needs-assessment data related to the operation of the school and to establish goals for each program and for the school.... As a result of this first meeting, a document detailing priorities and budget allocations was drawn up and circulated to all staff members, who then ranked the priorities. Prior to this staff meeting, the principal also consulted with the school's parent advisory council and with some of the students.

The staff members ... approved the following priorities: enhancing the math program in grades 3 through 6 by integrating microcomputers as a tool for learning; improving the school's resources in the science program; and revising the school's evaluation policy and report cards. Three committees were formed to work on these priorities. .. Money was allocated to professional development in computer education and to the purchase of supplies, books, and learning resources. The final budget set for this school of 460 students was $1,236,000

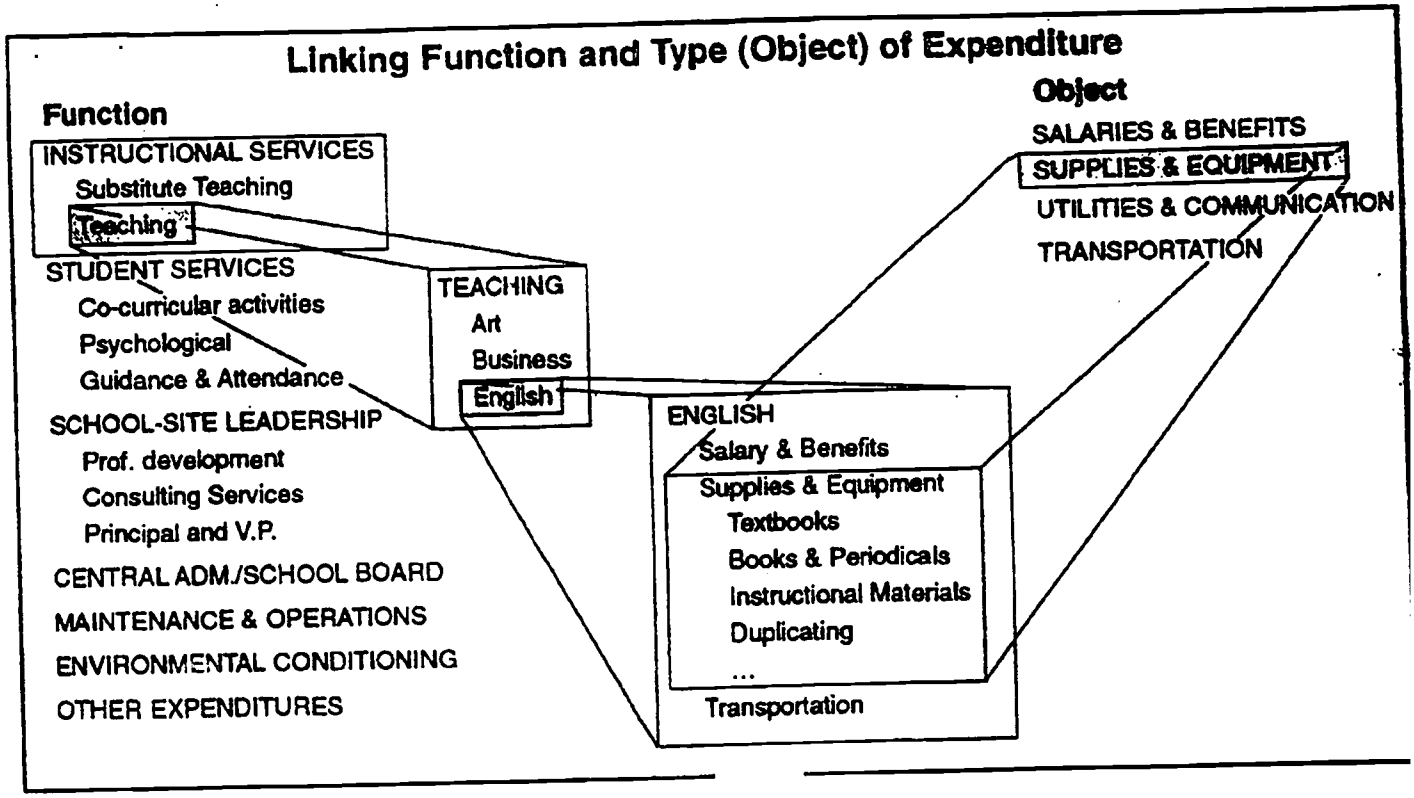
(McConaghy, 1989).

PART VII:

Three Models for SBB: Descriptions and Simulations

Three models for school-based budgeting can be derived from the three tiers of authority over school-level decisions described previously on page ". To transform these types into systems of accounting that are useful for school-level budgeting requires agreement on how expenditures are to be coded. The most common coding scheme, as noted earlier, is an assignment of each expenditure to a function (e.g. administration, instruction, or maintenance) and a type or 'object' (e.g., salary, supplies and equipment, or utilities). The latter are also referred to as economic classifications since they relate to land, labor, or capital, i.e., the basic 'inputs' for all productive processes.

Both functions and objects may have a number of levels, each being more specific than the former. For example, administration can be broken down into central and school-level administration. school-level administration can be divided into roles — principal, vice-principal, secretarial support, etc. Similarly, supplies and equipment can be classified as textbooks, library materials, other books, new equipment, and replacement equipment. library materials can be categorized as books, films, computer programs, c d's, etc. The following figure portrays the hierarchical nature of both function and object, and the manner in which they are linked in order to show the "why" and "what" of each expenditure



Once the structure of a budget is set, then a school's budget can be developed. By way of example, imagine a moderate sized school district with 5000 students who attend two high schools, each with 1000 students, and six JK-8 elementary schools, each enrolling 500 students. Such a school district would have a budget like that presented, in a simplified form, in Table 2. An array such as this is often referred to as a "crosswalk" — one goes down columns (functions) and across rows (objects) to find specific budget figures.

The seven categories used to classify functions in Table 2 were developed by Educational Research Services in the U.S. in order to analyse American school district budgets (Protheroe, 1995). Many other classification systems exist and new, more informative approaches have been proposed. Coopers & Lybrand and the Center for Workforce Preparation of the U.S. Chamber of Commerce have developed an approach using five functions: instruction, instructional support, operations, other commitments, and leadership; they also propose that expenditures be classified according to program (e.g., general, special education, etc.) and grade level (e.g., elementary, middle, high school, alternate schools, and other), with reports being prepared at the school, district and state/provincial levels (Coopers & Lybrand *et al.*, 1995). Their scheme facilitates the reanalysis of traditional accounting information to provide school-based and district-based information for school trustees and other officials who are interested in understanding how funds are used. Traditional accounting schemes, such as that used in Ontario, Canada (see box) provide very limited information concerning the application of funds to specific educational programs or in particular schools.

The Province of Ontario's *Uniform Code of Accounts for Ontario School Boards* uses 13 functions and 16 objects

1. **Business Administration**
2. **General Administration**
3. **Computer Services**
4. **Instruction**
5. **Physical Plant - Operation**
6. **Physical Plant - Operation of Teacherages**
7. **Physical Plant - Maintenance**
8. **Pupil Transportation**
9. **Tuition Fee**
10. **Acquisitions - Capital Expenditure**
11. **Acquisitions - Debt Charges**
12. **Other Operating Expenditure**
13. **Non-Operating Expenditure**

1. **Salaries and Wages**
2. **Employee Benefits**
3. **Travel Expenses**
4. **Personnel Training**
5. **Bursaries**
6. **Book and Film Purchases**
7. **Energy Costs**
8. **Supplies and Services**
9. **Replacements**
10. **Capital Expenditure - Allocable**
11. **Rentals**
12. **Fees and Contractual Services**
13. **Transfers to other Boards**
14. **Inter-Function Transfer Credit Account**
15. **Other**
16. **Capital Expenditure -Non-Allocable**

	A	B	C	D	E	F	G
1	Table 2: Simplified Classification of School District Budget Items						
2	Function				Object		
3		1	2	3	4		
4		Salary &	Supplies &	Utilities	Transportation	Total	Percent
5		Benefits	Equipment				
6	1. Instructional Services	17000000	1000000		80000	18080000	61.7%
8	2. Student Services	1500000	100000		1400000	3000000	10.2%
10	3. School Site Leadership	1500000	80000		240000	1820000	6.2%
12	4. Central Admin./School Board	1400000	330000		130000	1860000	6.3%
14	5. Maintenance & Operations	2500000	400000		130000	3030000	10.3%
16	6. Environmental Conditioning	100000	200000	900000		1200000	4.1%
18	7. Other Current Expenditures	100000	200000			300000	1.0%
20	Total	24100000	2310000	900000	1980000	29290000	100.0%
21	Percent	82.3%	7.9%	3.1%	6.8%	100.00%	

Table 2: Simplified Classification of School District Budget Items

Note: Using the simplified coding scheme in Table 2, a teacher's salary would be coded under 1.1 (instructional services - salary); a principal's salary under 3.1 (school site leadership - salary); and a custodian's under 5.1 (maintenance and operations - salary). Home to school transportation would fall under 2.4 (student services - transportation). The code is a shorthand for both the use of an expenditure in carrying out the school district's mission (function) and the type of expense involved (object).

None of these approaches is, by itself, sufficient for individual school budgets because of their levels of generality. More detail is needed about specific school programs and the types of services and supplies purchased.

Tagging Dollars

A refined classification and coding scheme might use as many as two dozen digits to identify school district, source of funds (general or restricted), and three or four function and object levels. For example, a sheet of paper purchased from a federal grant to be used in assisting at-risk students to develop better reading skills might be classified as follows: fund - restricted; function (level 1) - instruction; function (level 2) - classroom teaching; function (level 3) - English; object (level 1) - supplies and equipment; object (level 2) - supplies; object (level 3) - paper. One wag has termed this approach "radioactive money" — it makes it possible to follow a dollar from its source to its final expenditure.

In practice, a school district business office develops the budget framework for the entire system, but provides the school only the part of the school district's budget that matters for that school. Most important are funds allocated out of general revenue; it is on these that we shall concentrate.

In a Tier I type school-based budgeting system, the only funds allocated to the school are those to be spent on supplies and equipment to support instruction; i.e., the Instructional Services - Supplies and Equipment classification in Table 2. The school district determines what that amount should be, and the school is responsible for allocating the sum among finer budget classifications. Some schools might choose to use three levels of functions and objects (see box at left); others just might choose to use only two. They may allocate across programs and types of expenditures, or simply budget for programs alone. At budgeting time, the finest levels of classification may be of interest only to a division or department head — like the art head who must decide how much paper, film, and paint to purchase. However, as expenditures are made, they should be fully coded so that those in the school and school district can easily assess the levels of use of specific materials and services and track a purchase order that has not been filled.

Table 3 presents the budget allocation that a secondary school of 1000 students might make for its Supplies and Equipment, assuming that it is allocated $183 per student. The crosswalk allows one to see how much of each type of supply and how much new or replacement equipment is planned for each program. Totals at the foot of each column provide the budgets for each type of purchase: $16,500 for textbooks, $17,400 for books and periodicals, etc. As well, row totals show amounts budgeted for each program. They range from a low of $3,150 for co-op education to a high of $37,000 for Technology, which includes all shops. [In this schema, program is function (level 3), and type of purchase is object (level 2).]

	A	B	C	D	E	F	G	H	I
1	Table 3: SBB Tier 1 – High School Budget Classified by Function and Object								
2	Function (Level 3 – Program)	Object (Level 2 – Supplies and Equipment)							
3		1	2	3	4	5	6	7	
4		Textbooks	Books, Periodicals	Instructional Supplies	Duplicating	New Equipment	Replacement Equipment	Other Expenses	Total
5									
6	1. Art	300	100	9000	1000	3000	250	500	14150
7	2. Business	500	200	4000	2500	1000	3200	500	11900
8	3. English	5300	200	4000	2500	1000	3200	500	11900
9	4. Family Studies	100	150	3000	2500		150	500	6400
10	5. Mathematics	3300	200	6000	2500	2500		500	15000
11	6. Modern Languages	700	300	3700	2500		2000	500	9700
12	7. Music	500	100	3000	2500	1000	1000	500	8600
13	8. Physical Education		100	5000	500		2500	500	8600
15	9. Science	500	300	6000	2500	2500	500	500	12800
16	10. Social Sciences	3000	300	2500	3000		1500	500	10800
17	11. Special Education	1400	200	2000	1000		800	4000	9400
18	12. Technology	500	500	20000	2000	12000	1500	500	37000
19	13. Co-op Education	400	250	1000	1000			500	3150
20	14. Library		14500	1000	1000	2500	1000	500	20500
21	Total	16500	17400	68700	27000	24500	18400	10500	183000

Table 3: Tier I SBB High School Regular Program Budget Classified by Program and Type of Purchase

Under traditional line-item budgeting, each of the amounts in Table 3 would have been fixed for the year, unless a request were submitted to senior officials for a budget transfer or for additional funds. Under school-based budgeting, the school is on target so long as it does not exceed the $183,000 it has been allocated. And, if all the money is not expended — perhaps the new equipment for technology is deferred so that newer models of equipment can be purchased in the future — the school may hold over the money to the next fiscal year. Further, following internal school procedures, if funds are not used in one program, they may be transferred to another; and, within a program, staff may shift funds from one category to another pretty much at will — so long as the funds are used for supplies and equipment.

Although $183,000 sounds like quite a bit of money, as a percentage of the total operating cost of the school, it is quite modest. If the school is spending $5,000 per pupil, then the total budget would be $5 million, of which $183,000 is 3.6%.

For a Tier II system of school-based budgeting, a portion of the funds for salaries, utilities and transportation are allocated to the school for functions such as school site leadership, maintenance and operations, and environmental conditioning. The school is now responsible for budgeting for much more than just supplies and equipment. Table 4 uses the format from Table 3, with some additional subclassifications for function, to present the school's budget. The $183,000 from Table 3 now appears as a single figure in the first row. The total allocated to the school, $606,000, represents 12.2% of the school's $5,000,000 total cost. The $606,000, though budgeted as indicated — $30,000 for substitute teachers, $15,000 for temporary staff, etc. — can be expended according to the school's evolving priorities. If the school economizes in regards to utilities, replacement of absent teachers, and the like, then it can use these funds for other purposes or carry them forward to the following year. *There is now an incentive to save funds wherever possible in order to put the money to a better purpose.*

For a Tier III system of school-based budgeting, the task is left to the reader. Table 5 presents a crosswalk with the figures from Tables 3 and 4 included — since these have already been allocated to the school. Your problem is to bring the total up to $5,000,000. Several subfunctions have been added in the first column to assist, and the "board level" function has been omitted to save space.

	A	B	C	D	E	F
1	Table 4: SBB Tier II – High School Budget Classified by Function (Levels 1 and 2) and Object					
2	Function/Subfunction	Object				
3		1	2	3	4	
4		Salary &	Supplies &	Utilities &	Transportation	Total
5		Benefits	Equipment	Communiction		
6	1. Instructional Services		183000	10000		193000
7	Substitute Teach.	30000				30000
8	2. Student Services					
9	Temp. Staff	15000				15000
10	Field Trips				10000	10000
12	Pscych. services	20000				20000
13	3. School Site					
14	Leadership					
15	Prof. development	5000	1000		2000	8000
16	Consult. services	60000				60000
17	4. Cent. Admin./School Board					
20	5. Maintenance & Operations		90000			90000
21	6. Environmental Conditioning			180000		180000
22	7. Other Current Expenditures					
23	Total	130000	274000	190000	12000	606000

Table 4: Tier II SBB High School Budget Classified by Function and Object

	A	B	C	D	E	F
1	Table 5: SBB Tier III – High School Budget Classified by Function (Levels 1 and 2) and Object					
2	Function/Subfunction	Object				
3		1	2	3	4	
4		Salary &	Supplies &	Utilities &	Transportation	Total
5		Benefits	Equipment	Communication		
6	1. Instructional Services		183000	10000		
7	Substitute Teach.	30000				
8	Teaching					
9	2. Student Services					
10	Temp. Staff	15000				
11	Field Trips				10000	
12	Psych. services	20000				
13	Guid. & Attd.					
14	3. School Site Leadership					
15	Prof. development	5000	1000		2000	
16	Consult. services	60000				
17	Prin. & V.P.s					
18	5. Maintenance & Operations		9000			
19	6. Environmental Conditioning			180000		
20	7. Other Current Expenditures					
21	Total					5000000

Table 5: SBB Tier III High School Budget Classified by Function (Levels 1 & 2) and Object

Each of the cells in Tables 4 and 5 could be broken down into more detail, just as the instructional supplies and equipment were in Table 3. How much detail a school ought to use depends on its size and the availability of a suitable information system. As a rule of thumb, it is not worth the effort to formally budget any amount under $500 at the school level or $5,000 as the school district level; the cost of monitoring many small "budgets" is too large relative to the benefits. Common sense has its place. Expenditures, however, should be accurately and completely coded so that they can be easily tracked and patterns identified.

By emphasizing multiple levels of both function and object, we have made the design of a school-based budget seem perhaps a bit complex; simpler systems exist but have serious problems.

We have taken a relatively sophisticated approach because of the current political emphasis on ensuring that as many resources as possible directly benefit students in classrooms. A "transparent" system of funding that facilitates the reporting of information at varying levels of generality is needed to meet the public's call for greater accountability. It is important to understand the deeper structures of budgeting and accounting systems in order to be able to use them to their fullest advantage.

Checklist for Implementing School-Based Budgeting

- ☐ Create a vision for the school system and school to direct budget allocation
- ☐ Establish effective consensus decision-making processes in schools
- ☐ Assess current accounting and purchasing systems' capabilities against those needed for school-based budgeting
- ☐ Set targets for improving the accounting and purchasing systems
- ☐ Research hardware, software and networking requirements for improved systems
- ☐ Purchase, install and test new hardware, software and network
- ☐ Prepare training materials for personnel in schools and central departments
- ☐ Schools set priorities for budget allocations in line with school and system visions
- ☐ Train school site and central office staff in use of system
- ☐ Operate system with routine checks on balances and accuracy of purchasing/delivery/confirmation system
- ☐ Assess achievement of school against priorities and reallocate funds as appropriate
- ☐ Review and update system to improve ease of use and analysis of spending patterns

PART VIII:

Activities, Role Plays, and Simulations

The following activities are suggested for developing a better understanding of some of the ideas, issues, and possibilities suggested in Parts I to VII.

Activity 1: Identifying Needed Resources

The following activity can be conducted individually, with persons applying the activity to their own responsibilities, or as a group role play, in which several individuals assume complementary roles in order to "create" an imaginary school or office. For example, five persons might play the roles of principal, primary head, junior head, librarian and custodian of a small elementary school. And remember — always begin with a mission!

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One of the primary activities of a unit or program head — principal, department or division head, coordinator of athletics, etc. — is to acquire the resources needed to ensure that the unit will be able to fulfil its mission within the context of the school's objectives. In practice, this means overseeing development of the unit's budget. The starting point is to identify the resources that are needed to fulfil the unit's mission. Use Worksheet #1 to list the resources needed for your unit or school.

SCHOOL-BASED BUDGETING

School Budget Development

Worksheet 1: Division/Department/Administrative Budget

One of the primary activities of a unit head is to develop a budget for the unit that meets the needs of the unit in fulfilling the school's mission and objectives.

TASK Assume you are the head of: _____

Make a list of:

1. the human resources that your unit requires assigned to it. (In the case of the school's administrative budget, the resources needed to manage and care for the school.)
2. the supplies and materials your unit needs
3. other items

1. Human Resources	2. Supplies/Materials	3. Other

SCHOOL-BASED BUDGETING

School Budget Development

Worksheet 2: Division/Department/Administrative Budget

TASK Cost out the items on the list developed on Worksheet 1. In group work, arrive at a consensus. Suggestion: do not assign amounts less than $500.

Category	Your amount	Consensus
1.0 Professional Salaries		
1.3 Prin. & V.P.		
1.4 Instr. support		
1.5 Teachers		
1.6 Tech. & Spec.		
1.7 Business		
Subtotal		
2.0 Non-professional sal.		
2.1 Teach. aides		
2.2 T. & S. (Opera.)		
2.3 T. & S. (Main.)		
2.4 Cler. & Sec.		
Subtotal		
3.0 Employ. Benefits		
Subtotal all salaries		
4.1 Plant O. & M.		
4.2 Travel (staff)		
4.3 Printing		
4.4 Telephone		
4.5 Contract trans.		
4.6 Computer Serv.		
4.7 Audit, legal, etc.		
4.8 Personnel training		
4.9 Equip. rental		
Subtotal		
5.0 Sup. and Materials		
5.1 Instruct sup.		
5.2 Office sup.		
5.3 Plant op.		
5.4 Student trans.		
Subtotal		
6.0 Library materials		
6.1 Library materials		
6.2 Films, texts		
Subtotal		
7.0 Utilities		
7.1 Electricity		
7.2 Heating Oil		
7.3 Heating gas		
7.4 Water & Sew.		
Subtotal		
8.0 Fixed Costs		
Total (sal./ & non-sal.)		

SCHOOL-BASED BUDGETING

School Budget Development

Worksheet 3: School Budget

TASK Using the consensus amounts from Worksheet 2, develop a school budget by summing the unit budgets, showing the totals below under the "group amount". Consensus will be developed in plenary session.

Category	Group amount		Consensus	
	Original	After 3% Cut	Original	After 3% Cut
1.0 Professional Salaries				
1.3 Prin. & V.P.				
1.4 Instr. support				
1.5 Teachers				
1.6 Tech. & Spec.				
1.7 Business				
Subtotal				
2.0 Non-professional sal.				
2.1 Teach. aides				
2.2 T. & S. (Opera.)				
2.3 T. & S. (Main.)				
2.4 Cler. & Sec.				
Subtotal				
3.0 Employ. Benefits				
Subtotal all salaries				
4.0 Fees and Contracts				
4.1 Plant O. & M.				
4.2 Travel (staff)				
4.3 Printing				
4.4 Telephone				
4.5 Contract trans.				
4.6 Computer Serv.				
4.7 Audit, legal, etc.				
4.8 Personnel training				
4.9 Equip. rental				
Subtotal				
5.0 Sup. and Materials				
5.1 Instruct sup.				
5.2 Office sup.				
5.3 Plant op.				
5.4 Student trans.				
Subtotal				
6.0 Library materials				
6.1 Library materials				
6.2 Films, texts				
Subtotal				
7.0 Utilities				
7.1 Electricity				
7.2 Heating Oil				
7.3 Heating gas				
7.4 Water & Sew.				
Subtotal				
8.0 Fixed Costs				
Total (sal./ & non-sal.)				

Activity 2: Should We Be Spending These Funds on That?

We all know that school funds should not be spent on personal purchases; we wouldn't use student travel funds to purchase a new television set for our home. But other times, a decision as to whether an expenditure is appropriate or not is ambiguous. Perhaps there will be some "private" benefit to a purchase whose primary purpose is to benefit the school. Read the following story and consider the questions that follow. If you are part of a group, take sides and have a debate, one side arguing in support of the school, and the other supporting the position taken by the school board.

Schoolboard tightens rules on teachers' trips

School principals looking to take teachers on professional development excursions will face some red tape under a new school board policy. The new rules were adopted in light of a controversial junket to Niagara Falls taken by 70 The Bluffs Science Academy teachers in June. That trip cost $7,000 and enraged some trustees.

Under new rules, principals will now have to discuss with their assistant superintendents any plans for staff development and any major activities involving large numbers of school staff. As well, no money from the school-based staff development funds can be used for overnight accommodation and money raised by students cannot be used for staff development.

Ward 5 Trustee Evelyn Smith, one of the most vocal opponents of the Academy's trip, said that excursion likely would not have happened under the new rules. "I think the assistant superintendent would have questioned it," she said. "I think there are enough safeguards there now. We'll keep close tabs on it." Of the $7,000 spent on the trip, $2,500 came from taxpayers and the rest from corporate sponsorship.

The board has also announced its new policy regarding sponsorship agreements. All deals must be compatible with the board's mission statement, and policies and agreements between schools and businesses must be approved by the principal, assistant superintendent, superintendent of program, superintendent of planning, and the superintendent of operations. Schools must also keep clear records on the use of funds and materials in an accounting system that could be audited annually.

Question 1. Does the school board's action indicate that it encourages its schools' staffs to take prudent risks? [Handbook: 32-38]

Question 2. Given the school board's new policies, who has the authority to approve professional development activities and partnerships for schools? Who has the responsibility for initiating them? Are responsibility and authority in the hands of the same person?

Question 3. What additional information would you like to have about the incident that is not described in the story to determine if the incident reflects a special cause or common cause? [*Handbook*: 10]

Question 4. Develop three to five guidelines which you, as a principal, believe should be followed in planning off-site professional development activities. Develop a similar set of guidelines for school-business partnerships.

Question 5. If the school district in which this incident occurred had over 50,000 students and 100 schools, what would be the workload implications of these policies for the district's administrators?

Question 6. What alternative response might the board have made that would not have shifted power from the school to central authorities, but still reassured the public? [*Handbook*: 25-35]

Activity 3: Budget Development for a Small Elementary School

As an individual activity, assume you are a principal asked to recommend a budget for a small elementary school under a Tier III type of school-based budgeting system. As part of a group of individuals, select one or two persons to play the role of division heads to develop their recommendations, then develop the school budget using Worksheets 1, 2 and 3 and carry out the other activities as suggested.

The budget categorization scheme used on Worksheets 2 and 3 is a reformulation of the Ontario, Canada, *Uniform Code of Accounts* that was developed for a study regional variation in the costs of education within the province (Lawton et al., 1980).

• • • •

Hidden Valley Elementary School is a small, rural elementary school with 90 students in the primary grades 1 to 3, and 90 students in the junior grades 4 to 6. The school's budget is divided into three parts: school administration, primary and junior divisions.

Step 1. Using Activity 1, identify the resources needed for each of the three functions in the school — administration, primary and junior.

If you are working with another person, first do this independently. Don't be afraid to guess at resources. An important part of the exercise is to match your intuition with that of others and to learn to pool knowledge available within a group. To gain the most from the activity, it's important to have a good fix on the level of your own current knowledge. Sharing viewpoints too soon encourages "group think" — one strong personality or person in an authority position may get compliance from others who, in fact, "know better."

Step 2. (Skipped for individuals working alone). Discuss your types and levels of resources for your area with others playing the same role. Come to an consensus on what the school will need.

Step 3. Using costs that are applicable in your area, cost out the resources needed for each of the three functions, as identified in steps 1 or 2, and use the left column of School Budget Worksheet #2 to record your estimates.

. If you are working with another person, first do this independently for the reasons outlined above

Step 3. (Skipped for individuals working alone) Pool the information on your Worksheet #2 with those of others and agree on a consensus amount to be recorded in the right column of School Budget Worksheet #2

Step 4. In the left-most column of Budget Worksheet # 3, sum the budgets for each of the three functions — administration, primary and junior — to arrive at an overall school budget.

Step 5. Calculate the percentage of your budget spent on Salaries and Benefits, Fees and Contracts, Supplies and Materials, Library Materials, Utilities and Fixed Costs.

Do the results surprise you? Many individuals, within school or in the general public, are unaware of the magnitude of the annual expenditure in even a small elementary school In most communities in the Canada and the U.S., the public school system is the single largest employer

Step 6. Assume that fiscal difficulties have resulted in the requirement that the school reduce its planned budget by 3%. How much would this be? Where would you recommend cuts be made? If you are working as part of a group, develop a consensus as to where reductions could be made which would least harm the school, and record these amounts in the second column of Worksheet #3.

Step 7. (For multiple groups). Use the two right-hand columns of developing a consensus among all groups. Compare your group's results with those of others. What accounts for the differences?

Step 8. Assume instead that a 3% increase in expenditures are to be permitted. Where would you recommend that these funds be allocated to best aid the school? Why?

Activity 4: Risk Management and the Principal

What authority do principals have to enter into contracts on behalf of their schools? Read the following quotation from *School Business Affairs* and consider the questions that follow.

We are seeing an upward trend nationwide in contract law litigation in association with principal-signed contracts for school-site based vending machines and other items that principals might contract for (e.g., multi-year contracts for beverage and candy machines, copy machines, office equipment, yearbooks, school rings, school portraits, etc.) Two such cases have come to our attention this month and we urge you to share this information with principals

Two principals (separate cases, separate school districts) are being held liable as a result of signing multi-year vending contracts. In short, they signed three- to five-year contracts for vending machine services at their particular schools. In both cases the principals were transferred to principalships in other schools before the term of agreement on the vending contracts expired. The principals who replaced them chose not to use the vending machines at their respective schools and the vending companies are demanding payment of machine rentals for the full term of the multi-year contracts

In one case the principal is being sued for $20,000 and in the other case ... over $5,000. In both cases, the vending machine companies have either placed a court lien against the personal possessions of the principal (i.e., home, car) or are threatening to do so

The principals in both cases have not received support from their superiors or their respective school boards. The superintendent and the school board have distanced themselves in both cases

Clearly a policy review is in order.

[Dunklee 1990, p. 27]

Question 1. Develop two or three policy alternatives that would prevent this situation from occurring. Develop one that maximizes central control and minimizes school-level decision-making rights; develop another that maximizes school-level decision rights, while protecting the principal and school.

Question 2. If you work in a school or school district, review your own policies, procedures and practices, and assess whether or not a situation such as this could arise.

Question 3. Compare this incident with that described in Activity 2. How are the situations similar; how are they different?

Acknowledgement: The authors appreciate the assistance of Bob Kaye of the Muskoka Board of Education for sharing his insights on the operation of SBB and his willingness to demonstrate a system and set of practices that work. Errors and omissions, of course, are the authors'

APPENDIX I: References and Further Reading

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APPENDIX II: The Quality Schools Project

The *Quality Schools Project* began through a partnership between the Department of Educational Administration of The Ontario Institute for Studies in Education and Kodak Canada Inc. The partnership resulted in the joint sponsoring of a *Symposium on Quality Schools* in the spring of 1994 to explore how quality principles could be applied within educational settings. This four day symposium of educators, business people, and distinguished guest presenters led to the publication of *Developing Quality Schools: A Handbook*. The *Handbook* translates the principles of quality management into practicable educational terms combining explanatory text, illustrative graphics, and exercises for individual and group use. It is addressed to all individuals who are actively engaged in the process of creating lasting educational improvement in classrooms, schools, and school systems.

We are now in the second phase of the project which includes the creation of *The Developing Quality Schools Network* (*DQSN*) and the preparation of learning modules on school councils and consensus decision-making (*LM #1*) and a quality self-audit for schools (*LM #2*).

To obtain a copy or additional copies of *Developing Quality Schools: A Handbook*,* or to obtain further information about the *Quality Schools Project* and the *Developing Quality Schools Network*, contact:

Developing Quality Schools
Department of Educational Administration
252 Bloor Street West
Toronto, Ontario, Canada
M5S 1V6

telephone: (416) 923-6641, ext. 2421

fax: (416) 926-4741

e-mail: slawton@oise.on.ca

*The cost per copy of the Handbook is:

Canadian orders — CAN $25.00 plus 7% GST and $5.00 shipping.

American orders — U.S. $25.00 + $5.00 shipping per copy

Orders of 10 or more copies are discounted by 10%

Orders of 35 or more copies are discounted by 20%

No charge for shipping on orders over $50.00.

The cost for learning modules is $7.00 each or 15 for $45 plus applicable taxes and shipping.