

8-1972

# The Establishment of a Management by Objectives ( Accountability Management ) Program in the Niles, Michigan Public School System

William H. Fairman  
*Walden University*

Follow this and additional works at: <https://scholarworks.waldenu.edu/dissertations>

---

This Dissertation is brought to you for free and open access by the Walden Dissertations and Doctoral Studies Collection at ScholarWorks. It has been accepted for inclusion in Walden Dissertations and Doctoral Studies by an authorized administrator of ScholarWorks. For more information, please contact [ScholarWorks@waldenu.edu](mailto:ScholarWorks@waldenu.edu).

RP-

THE ESTABLISHMENT OF A MANAGEMENT BY OBJECTIVES  
(ACCOUNTABILITY MANAGEMENT) PROGRAM  
IN THE NILES, MICHIGAN PUBLIC SCHOOL SYSTEM

by

William H. Fairman

B. A. , Michigan State University, 1954

M. A. , Michigan State University, 1958

  
Advisor

Gerhard F. Carlson, Ph.D.  
Director of Psychological Services  
Berrien County (Michigan) Intermediate School District

A Project Submitted in Partial Fulfillment of  
The Requirements for the Degree of  
Doctor of Education

Walden University  
August, 1972

DOCTORAL PROJECT ABSTRACT

Name: William H. Fairman  
Degree: Ed.D  
Date of Graduation: August, 1972

THE ESTABLISHMENT OF A MANAGEMENT BY OBJECTIVES  
(ACCOUNTABILITY MANAGEMENT) PROGRAM  
IN THE NILES, MICHIGAN PUBLIC SCHOOL SYSTEM

Statement of the Project

This project is devoted to describing a type of public school educational management program specifically designed to determine, establish, and evaluate meaningful school management objectives and their application. The study describes how school management under this type of program can be a continuing, dynamic, and positive force toward reaching the desired goals of public school education through effective management of administrative personnel.

Basic Aspects of the Project

The Management by Objectives program is described as it was studied and implemented into the Niles Public School system.

Key areas covered are:

- B RP 1
1. The inspiration for the management study which led to the establishment of the program;
  2. A description of the principles of Accountability Management (Management by Objectives); and
  3. The involvement of the Edward N. Hay and Associates Management Consultant firm in assisting in the establishment of the program.

As a result of the management study, the Accountability Management program in Niles is built on five main phases. These phases are described and analyzed in detail in separate chapters. The five basic phases are:

1. The development of position descriptions for all administrative positions;
2. The evaluation of positions - a ranking of administrative positions in the organizational structure;
3. The description of important principles of management by objectives and the establishment of specific performance objectives for all positions;
4. The formation of a system of performance appraisal; and
5. The establishment of a salary administration program for the system.

Also included is a review of literature which traces the evolution of educational management from the very early days of school supervision to the present, and how the management styles have changed as

school systems and society in general have changed. Recent public appeals for accountability in education are also presented.

### Findings

The results of an assessment of the understandings, opinions, and suggestions of the school administrators involved in the Niles Management by Objectives program are presented and analyzed.

In general, the analysis of the administrative reactions to the new management program indicates that:

1. The Management by Objectives program has helped most of the administrators involved to better direct their efforts toward the performance of their jobs;
2. Administrators feel that Accountability Management should be introduced to teachers also;
3. There is a need to seek ways to help the administrators involved gain more knowledge about the program; and
4. Compared to the previous traditional system of school management, the administrators involved regard the new Management by Objectives program in Niles as a better management system.

## ACKNOWLEDGEMENTS

Many people were involved and much time was spent in the study and reorganization of the management function of the Niles Community Schools.

Richard Warren, Superintendent of Schools, designated William Fairman, Assistant Superintendent for Personnel for the school system, to be the local coordinator of the project--to organize the needed local study committees, to schedule the study sessions, to coordinate and plan for the use of resource personnel and consultants, to communicate with and keep informed all of the personnel in the school system including the Board of Education. Upon completion of the study the Assistant Superintendent for Personnel was charged with the responsibility of keeping the new management system up-to-date.

Credit can be given to many people for this project:

1. Dr. Gerhard Carlson, the candidate's local advisor, whose patience, understanding, and practical advice were extremely valuable to this study.
2. The committee and staff of Walden University, whose inspiration and guidance during the summer session, 1971, were greatly appreciated.
3. The Edward N. Hay and Associates Management Consultants

of Philadelphia, Pennsylvania. In particular, Morton T. Saunders and Daniel M. Glasner of that firm who were involved with the local study details.

Oral and written permission was granted by the Hay firm to cite administrative program concepts suggested during the Niles management study, as well as use the following illustrative materials:

- a. Table 2 - Inter-relationship of Central Office Administrative Accountabilities;
- b. Figure 1 - Sample Position Description;
- c. Figure 2 - Outline of Suggested Key Points in Interviewing for Position Descriptions;
- d. Figure 7 - Anatomy of a Salary Range; and
- e. Figure 8 - Salary Increase Guide.

This permission was specifically granted by Charles VanHorn, Senior Partner in Charge of Administration for the Edward N. Hay and Associates, in a letter dated October 13, 1971, received by the writer from Morton T. Saunders, Principal Consultant. Oral permission was also received from Mr. VanHorn through Morton T. Saunders in a telephone conversation on November 19, 1971.

4. Under the tutelage of Mr. Saunders, position descriptions were developed for each job through the efforts of the admin-

istrative job interviewing team consisting of Elmer Peterman, Ballard Junior High School Principal; Frank Nowak, Howard Elementary School Principal; Dan Stevens, Senior High Principal; and William Fairman, Assistant Superintendent for Personnel.

5. Also under the guidance of Mr. Saunders, and after job descriptions were developed for each position, the Position Evaluation Committee analyzed and established a logical order and ranking of all administrative positions in the school system from the top administrative position (Superintendent) to the bottom position (Supervisor of Food Services). This Committee consisted of Frank Nowak, Howard Elementary School Principal; Wayne Richards, Assistant Superintendent for Business; LaRue Baxter, Assistant Superintendent for General Operations; Richard Warren, Superintendent of Schools; and William Fairman, Assistant Superintendent for Personnel.
6. Recognition is due to the entire administrative staff of directors, principals, coordinators, and supervisors in the Niles Community Schools. All administrators were involved in the workshop after the study was completed in order to learn the concepts and details of the program as well as to discover and learn to perform in their individual

roles within the new management program. All are helping to put the program into operation.

7. Special thanks are due my typist, Margaret Peterson, whose patience and tact during my periods of indecisiveness and confusion were gratefully appreciated.
8. And finally, my appreciation is incalculable for the understanding and support of my wife and five young children during the completion of the course work and the two years of involvement with the management study and the writing of this project.

## PREFACE

People associated with the educational enterprise have spent many years and countless hours of noble and sincere effort developing inputs for education. They have been occupied, at times preoccupied, with putting "things" into the endeavor. They have traditionally reasoned that if the inputs are correct, then the desired outputs (results) will, therefore, be realized. Thus, much of the effort has been devoted to erecting buildings, furnishing educational supplies and materials, providing teachers and other specific educational personnel and services, adopting various teaching techniques and arrangements, special groupings, classifications, rankings, gradings and on with a sizable list of inputs.

There are presently some indications that outputs are beginning to receive attention, something that should have perhaps happened long ago. What do we want boys and girls to learn and why? What concepts should be important and how can they be taught effectively? Basically, where do we want to go in this business called education?

School administration has evolved in much the same way, stressing inputs---services and people in positions. Niles school administrators decided to take a look at themselves, to examine where they

should be headed and why, and to determine what they should be doing in order to reach desired ends.

Often the allegation is made that school systems have too many administrators. Some individuals tend to view administration as a non-contributing and superfluous luxury to the operation of schools. In the past the various school management functions and other non-instructional services were voluntarily provided by the local townspeople while they served as members of a school board or board of trustees. This, of course, sufficed when there were only one or two buildings, with only one teacher for each. The problems were small, the pupil enrollments were erratic, and little time was required for these "extra" services.

As schools grew in size, however, citizens were faced with erecting larger buildings, and hiring more teachers to teach more students. There was a need for someone to coordinate the activities, to coordinate the development of goals and educational services, and to minister to the myriad of problems attached to operating school buildings. Thus, the superintendent-principal function evolved.

School districts began to consolidate, and what once were single-building districts became multi-building districts. Again the need arose for the coordination of human effort on a district-wide basis. This caused the establishment of two separate positions: the superintendent and the principal. As schools became yet more complex, public education assumed additional responsibilities in the training and caring for

children. More specialized kinds of services came into being, such as pupil personnel services, business management, and in-service training.

The passage of a Michigan law in 1965 (Public Act 379) requires school boards to negotiate with public school employees as to wages, benefits, and conditions of employment. This law is giving rise to yet another specialist: the negotiator. These developments emphasize the need for a specialist in personnel administration as is found in business and industry.

No one individual can be expected to be proficient in each of the numerous areas of specialization required by the schools of today. There are not enough hours in the day to devote the necessary time to each task. Therefore, the manager of the modern school system today needs the help of many specialists.

This study is concerned with the identification, development and organization of an efficient administrative staffing and management pattern for the Niles Community Schools.

## TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS . . . . .	i
PREFACE . . . . .	v
LIST OF TABLES . . . . .	xi
LIST OF FIGURES . . . . .	xii
LIST OF APPENDICES . . . . .	xiii

Chapter

I.	INTRODUCTION . . . . .	1
	Education Past and Present	
	Background Information on the Management Study	
	What is Accountability Management?	
	Definition and Explanation of Key Terms	
	Common Errors in Goal Setting	
II.	REVIEW OF LITERATURE - THE EVOLUTION OF EDUCATIONAL MANAGEMENT . . . . .	20
	Introduction	
	Early Educational Management	
	Time for a Change in the Style of Educational Management?	
	An Emerging Educational Management Philosophy and Style	
III.	THE COMMUNITY AND THE INITIATION OF THE ADMINISTRATIVE STUDY . . . . .	63

The School and Community

Chapter		Page
	The Inspiration for the Management Study A Call to Work	
IV.	PHASE ONE: THE DEVELOPMENT OF ADMINISTRATIVE POSITION DESCRIPTIONS . . . . .	69
	Introduction The Specific Process The Position Description Interviewing Committee Maintenance of Position Descriptions Establishment of Official Descriptions Summary	
V.	PHASE TWO: POSITION EVALUATIONS - THE RANKING OF ADMINISTRATIVE POSITIONS IN THE ORGANIZATION . . . . .	88
	The Meaning of Position Evaluation The Dimensions Summary	
VI.	PHASE THREE: DETAILS AND TECHNIQUES IN THE ACCOUNTABILITY MANAGEMENT APPROACH - THE ESTABLISHMENT OF OBJECTIVES FROM ACCOUNTABILITIES . . . . .	98
	Introduction Establishment of Objectives Summary The Team Approach	
VII.	PHASE FOUR: PERFORMANCE APPRAISAL AND EVALUATION TECHNIQUES . . . . .	127
	Introduction Administrative Purposes The Five Level System Developmental Purposes Techniques of Appraisal	
VIII.	PHASE FIVE: THE ESTABLISHMENT AND APPLICATION OF A SALARY ADMINISTRATION PROGRAM . . . . .	136

Chapter	Page
Introduction	
Basic Aspects of the Niles Salary Administration Program	
General Aspects of Salary Administration	
Keeping Salary Ranges Up-to-Date	
Summary	
IX. AN ANALYSIS OF ADMINISTRATIVE REACTIONS TO THE ACCOUNTABILITY MANAGEMENT SYSTEM . .	157
Introduction	
Analysis of the Results of the Questionnaire Study	
Individual Suggestions for Improving the School Management System	
Summary	
X. CONCLUSIONS OF THE MANAGEMENT STUDY . . .	182
Introduction	
Summary of the Conclusions of the Study	
A Look Ahead	
APPENDICES . . . . .	187
BIBLIOGRAPHY . . . . .	315
AUTOBIOGRAPHICAL STATEMENT . . . . .	319

## LIST OF TABLES

Table		Page
1	Summary of Position Evaluations . . . . .	96
2	Inter-relationship of Central Office Administrative Accountabilities . . . . .	121
3	1970-71 Administrative Salary Ranges . . . . .	155
4	1971-72 Administrative Salary Ranges . . . . .	156
5	Area Administrators' Understanding of the Basic Concepts of Management by Objectives . . . . .	159
6	Local Administrators' Understanding of the Basic Concepts of Management by Objectives . . . . .	160
7	Importance of Job Descriptions . . . . .	161
8	Administrative Opinions of General Accountability Management Approaches (Procedures) . . . . .	163
9	Administrators' Opinions of the Performance Appraisal Phase . . . . .	165
10	Administrators' Opinions of the Salary Adminis- tration Phase . . . . .	168
11	Summary of the Importance of Administrative Value Factors as They are Rated in Their Order of Im- portance for the Accountability Management Program . . . . .	171

LIST OF FIGURES

Figure		Page
1	Sample Position Description . . . . .	77
2	Outline of Suggested Key Points in Interviewing for Position Descriptions . . . . .	86
3	Administrative Organization Chart . . . . .	97
4	Accountabilities for the Superintendent of Schools . .	106
5	Accountabilities for the Principal of Howard- Sumnerville Schools . . . . .	115
6	Progress Review Form . . . . .	135
7	Anatomy of a Salary Range . . . . .	153
8	Salary Increase Guide . . . . .	154
9	Accountability Management "Stool" Illustration . . .	181

LIST OF APPENDICES

Appendix		Page
A	Sample Outlines of Administrative Accountabilities with Objectives . . . . .	187
B	Administrative Salary Study Questionnaire . . . . .	274
C	Salary Study Questionnaire Results, 1970 . . . . .	278
D	Salary Study Questionnaire Results, 1971 . . . . .	288
E	Questionnaire-Management by Objectives in the Niles Community Schools . . . . .	305

## CHAPTER I

### INTRODUCTION

#### Education Past and Present

In past years, the challenge for educators was acquisition of resources. At an early stage, the question was---what can be done to prove the need for and value of education? When that was resolved with broad scale determination that literacy and understanding of the context for life by all people is valuable, issues of funding became important. Money was needed to support programs, and sources for it were found. Later came questions of where and by whom. First, it was simply a matter of---is there any place for a school? Is there anyone to teach? Then---what kinds of facilities will assist with instruction? What people, with what training will be most successful as educators? Most recently, technology has been a central concern. People tried to find methods and processes which were particularly advantageous for imparting information or values. Today, major resources are available for education. The need has been demonstrated and generally accepted. Tax revenues from all levels of government are directed into school systems. Facilities designed solely for instructional purposes are evident throughout the country. Education is a respected career area for men and women

of talent and there are highly developed programs for introductory and continuing occupational preparation. Educational technology is sufficiently advanced that current questions have to do with the circumstances under which one method is better than another rather than whether there is any sound instructional method in an area.

Resources are available---but they are not unlimited. Community priorities set limits on the amount of money, the extent and specialization of facilities, and the number and capability of people to be employed. Individual and social pressures, and time constraints act as a governor on the rate at which technology can be applied, evaluated and modified. This fact---that resources to be used for any purpose, including education, are finite---sets the scene for the educational challenge of coming years.

#### Background Information on the Management Study

The challenge is for advancement through effective application of resources to desired ends. This includes balancing resource availability against feasible achievements; considering currently available results in opposition to commitments for the future; and assuming that appropriate effort is always devoted to maintenance and expansion of resource supplies as well as attainment of desired ends. In short, continuing and increasing educational effectiveness depends on management effectiveness. The administration and the Board of Education of the Niles Community Schools recognized the fact. Based on their awareness, the

Edward N. Hay and Associates Management Consultants were invited to help administrators of the system to understand and begin to implement processes which permit:

1. Clear identification of results which job-holders (administrators) understand to be desired;
2. Thorough and positive communication regarding desired results and the mutual obligations those create between superior-subordinate pairs (e.g., Principal-Assistant Principal) and among members of organizational units (e.g., the Superintendent and directly reporting staff who compose the "central office");
3. Accurate appraisals of accomplishments by job-holders within the demands and priorities of the organization;
4. Equitable and competitive establishment of salaries in patterns which can be used to direct effort toward desired results.

These study goals were discussed with the Board of Education at meetings in November, 1969, and after approval, were carried out between January and June, 1970. The projects were conducted in accordance with a proposal written by Mr. Richard Warren, Superintendent, (December 1, 1969) and with a modified project summary prepared for Mr. William Fairman, Assistant Superintendent-Personnel (January 16, 1970).

It was not felt that the projects undertaken covered all facets of managerial performance in the system, nor was it believed that the way of life for administrators has totally changed during the course of this work. To expect either of these achievements would have been unrealistic.

It was felt, on the other hand, that there have been significant accomplishments within the context of projects undertaken. Some of these had to do with live managerial situations (e. g., recommendation of a salary policy for administrative positions; development of job descriptions of present positions; facilitating agreement among top administrative people concerning current position inter-relationships). More important is the extent to which people, who will continue to work within the system, have become skilled in use of proven management methods for performance specification and planning and for salary decision making.

This project is a record of the observations made on organization structure and processes during the management study of the Niles Community Schools. The intent in presenting this project is to suggest paths which could constructively be taken in continuing efforts to improve the effectiveness of the school system through improved managerial performance.

The Niles Community School system has joined with educational leaders throughout the world in recognizing that sound management practices are as necessary for accomplishment of educational goals as they are for attaining the profit goals of private industry. Years ago, management was less crucial in education. One teacher, using minimal supplies and

facilities was accountable for the entire set of learning experiences for all students. Later, when students were separated into groups by grade or by subject matter, still within one building, the individual teacher in the classroom was still the prime force in deciding what methods and resources would be used to accomplish learning results. Today, however, a school system includes many buildings, many supplies, and many people. Some people have direct contact with students while others provide indirect support for learning. Some people have jobs with major emphasis on their own special contributions, while other jobs are designed to integrate the results of others into a consistent whole. To make sure that the administrators can employ sound management practices (i. e., methods of integrated application of resources to accomplishment of results) the management study effort was to help administrators learn to use Accountability Management. This management system permits school administrators to plan performance with subordinates and to evaluate the degree of results accomplished in a cycle of continuing improvement-oriented efforts.

There were four basic purposes of this study of the establishment of a public school management program. The purposes were as follows:

1. To describe the concept of accountability management and how an individual school district became inspired to study such a program, as presented in Chapters I and III;
2. To trace the evolution of American public school educational

management from its earliest beginning to the present, as described in Chapter II;

3. To tell the step-by-step story of how an accountability management program was established in the Niles School District, as presented in Chapters IV, V, VI, VII and VIII; and
4. To assess the understandings, opinions, and recommendations of the first group of administrators who functioned under the new management program, as reviewed in Chapter IX.

The experience of many business organizations, such as General Mills, General Motors, DuPont, General Electric, and many other corporations, has demonstrated that use of a common and organized management system can directly and significantly improve capacity for accomplishment. It is held that Accountability Management will help individual school administrators as it has helped individuals in other types of organizations.

#### What Is Accountability Management?

According to E. N. Hay and Associates, every organization is designed to provide goods, services, or satisfactions to some group of potential users. For example, schools are designed to increase the competence of students to adapt to and cope with their environment because that competence has value to both the individual and to society.

To provide its "products" each organization makes use of money

(financial resources); facilities and supplies (material resources); knowledge (technological resources); and people (human resources).

The effectiveness of the organization results from its capacity to manage resources. Maximum power is gained if all available resources are consistently applied toward accomplishment of the same results.

This one-directional movement is most readily accomplished if everyone in the organization uses a system of management which:

1. Emphasizes Clear Statements of the desired results or Accountabilities of jobs;
2. Provides Definition of the degree to which Accountabilities are obtained; and
3. Facilitates Planning for Performance based on comparison of historical and desired attainment of Accountabilities.

An organization---in this case a school system---can maximize its force by using Accountability Management as its system for integrated application of resources to results.

Accountability Management works because people accomplish more if they:

KNOW what they are expected to do;

IDENTIFY, with appropriate guidance, means for accomplishing results;

DEFINE specific degrees of accomplishment to be attained in particular time periods; and

RECEIVE REWARDS based on achievement.

Accountability Management is not an instant, packaged program. It cannot be installed by anyone who does not work regularly within an organization. It is not a technique that can be turned on and off or used now and again in isolated circumstances. Its benefits can only be gained if it is part of the ongoing way of life at work. The results of this management system will be determined by the commitment and skill in applying it and by the support and follow-up for it by other members of the administrative group (Accountability management workbook. Unpublished manuscript, Edward N. Hay and Associates, 1970, pp. 1-2).

#### Definition and Explanation of Key Terms

From this page to page 18, it was pointed out by E. N. Hay and Associates that certain basic terms should be defined as follows:

1. Accountability - Every job is answerable for certain actions and the consequences of those actions. The accountabilities of a job refer to the total set of those expected actions, or end results.

When an organization is small, it is fairly easy for each person to know what results will come from the proper performance of his job. As the organization---company, hospital, town, or school---grows and more specialized jobs are needed, it becomes increasingly difficult to keep track of what end results are expected.

Frequently, in organizations, people are aware of their daily duties or responsibilities without knowing "why" the things they do are necessary. When there are only a few jobs, that's all right. The manager worries about "why" and tells subordinates "what" to do and "how" to do it. With increasing size, complexity, and specialization, one person cannot specify all needed end results.

To keep everyone's effort aimed in one direction and to minimize duplication of work, a management system is needed. One element of the system is a format in which each individual can produce clear statements of the results to be produced by his job. That is, in effect, the contract an individual agrees to when he accepts a job. Accountabilities are intended results. Obviously, they guide but do not always correspond to actual results which can be termed performance.

2. Accountability Statements - These are written statements of the five to ten intended major results of a position. These major results will usually be closely related to each other and will be sufficiently important that at most one or two will stand out from the others in significance or priority. A good accountability statement has three major parts:
  - a. The "end result" - What is the intended accomplishment?
  - b. An "action" - What functions does this job perform to

produce the result?

- c. "Constraints" - What specific boundaries have been set which limit the actions of an individual in that job to produce results? For example, one accountability of the Superintendent of Schools is: "Effective administration of the School District by application of appropriate management techniques to the use of human, financial, and physical resources, including emphasis on significant measurable accomplishments."

The End Result is:

Effective administration of the School District through the cooperative and regular direction of effort toward specific ends.

The Action is:

Application of appropriate management techniques to the use of---resources. (Notice that the Superintendent is to do this directly. In some cases, his effect would be less direct as indicated by verbs to precede "application" such as "leads," "directs," or "ensures.")

The Constraints are:

Appropriate (not any possible management techniques) and including emphasis on significant measurable accomplishments (specifying results-oriented management practices). To take another example, a Business Manager could be required

to produce:

Capital and expense budgets by integration of information from all members of the Administration to reflect availability of funds and forecasted growth requirements.

End result = budget

Action = integration of information from all members of the Administration

Constraints = capital and expense; to reflect availability of funds and forecasted growth requirements.

Whenever possible, an accountability should be stated in a way which leads to measurement. If there are particular adjectives which define dimensions of effectiveness, they should be included. In thinking about budgets, for instance, it would be appropriate to specify "timely and realistic."

Accountability statements should not be too broad and comprehensive. They should not be so vague that an individual in the job does not know what to do or has no means for controlling the specified results. It is irrelevant and pointless to say that a teacher is accountable for "quality education" without specifying the permissible actions and context for performance. On the other hand, efforts to list every detail in a job (e.g., take attendance, be prompt) are useless since they cannot possibly cover all circumstances and situations.

Good accountability statements will let an individual act confidently in efforts to produce results which are needed by his organization. He will be able to assess his own effectiveness clearly and diagnose actions which are needed to maintain a continuing high performance level.

To summarize:

- a. Accountabilities are statements of the end results to be accomplished by a position.
- b. Accountability statements include an end result, an action, and the constraints which must be imposed.
- c. Sometimes, listed as constraints, are explanations of the more important ways of accomplishing results.
- d. The statement of accountability should specify, where possible, the criteria to be used in evaluations.
- e. For any accountability it should be possible to judge the degree of accomplishment, given relevant facts.
- f. Accountabilities should not be:
  - (1) Statements of day-to-day activities.
  - (2) Too broad or vague to define action.
  - (3) Combinations of end results.

If an accountability is stated well, there is little or no question if it has been accomplished. If it has not been accomplished, the questions are less likely to be "How do you

know?" than "Why not?" and "What can be done to assure future accomplishment?"

3. Accountability Objective - A general statement included in the job description which incorporates the major thrust and scope of a particular job or position.
4. Goals - Stating the expected end results of a job clearly is necessary from the standpoint of planning and reviewing performance. To get the best performance, specific annual performance goals should be set by each manager with each of his key subordinates.

A goal is simply a target which an individual will attempt to reach in a particular period of time. The goal is stated in terms of a specifically defined level of performance of an accountability. Goal-setting is the process by which a superior and a subordinate agree to the performance goals for the coming time period---a year in most administrative positions. Both people must agree. The manager knows what the accountabilities of his area and his own performance goals are, and he is required to integrate the functions under him into a cohesive whole. The individual must agree because he will work most effectively towards targets when he has participated in their planning and since his rewards will be based on accomplishment of the agreed-upon goals.

Goals should be set at a level which represents competent performance. These are results which are necessary for an acceptable degree of organizational progress. Based on the standard set in this way, higher or lower levels of performance can be properly identified.

How difficult to attain should the goals be? As a rule of thumb, an individual should have about seven chances in ten of accomplishing the goals set in this context. This assures the organization that the planning process is more than just a guess and yet provides a strong requirement for individual effort if the goal is to be attained. This "rule" should not be applied too literally, since some individuals are likely to be operating close to their capacities and should have nine chances in ten for success. Others must have the pressure of only a 50-50 chance in order to work most effectively.

Where do goals come from? The accountabilities of a position are more or less fixed. They usually change only if the job is redesigned. It is unusual that, at a particular time, work toward improvement in all job areas is possible or desirable. Many goals may be to "maintain current level." Some targets will represent improvement, while others may come with reduced emphasis.

Job performance areas which may need specific attention

can be pinpointed according to the following principles:

- a. Those areas in which the subordinate is particularly interested and he has ideas he would like to try or feels he can develop.
- b. Those areas in which the manager believes that the subordinate should work or that are essential to goals for the organizational unit.
- c. Those areas which relate to the organization-wide goals, opportunities or problems, such as expense reduction, or major new instructional program.

Balance among these three areas is important for effective goal-setting. The manager who insists on imposing all goals on his subordinates is likely to have limited results as the manager who gives no direction at all.

How detailed should goals be? In setting goals, the manager and subordinate should be very specific about what level is to be attained. In general, however, best results will be obtained if more initiative is taken by the subordinate in defining methods of achieving goals. This should never be carried to the extreme that the manager withholds information which he has on effective methods or fails to give guidance regarding apparently misdirected efforts.

Another extreme position is that of the manager who accepts

every goal uncritically without attention to the plan for successful achievement. Whenever possible, opportunities to seek new or different methods from other organizations or other parts of the company should be used.

The manager and subordinate should be very clear about the goals and committed to their accomplishment. Both should recognize the actions which they will have to take to assure success. However, the person who must achieve a particular end result needs a better understanding of the methods he will use, while his manager needs only sufficient grasp to be assured that appropriate action is probable.

How does goal-setting get done? The major technique in goal-setting is that manager and subordinate sit down together after individually thinking through ideas from their respective points of view and reach agreement on a desirable package of goals for the coming time period. Such conversations should quickly become part of a normal working pattern; and, in general, the relationship of the two people involved should not vary markedly from their relationship in most other work contexts. Only managers who operate at the extremes of directiveness or lack of direction will find that their styles of behavior are ineffective for goal-setting and may be forced to change certain usual action patterns or accept minimal impact of the goal-setting process.

Criteria of Performance - Effective goal-setting is only possible if the manager and his subordinate both understand the way in which performance is to be measured. They must agree on an answer to this question: "How will we know how effective performance is?"

In some cases, very clear answers are possible. Expenses, staff turnover, complaints---these are readily identified criteria of performance in some jobs. Other jobs and accountabilities may require the assessment of performance against potential. Adoption of curriculum changes and variance from budget are in this category. Sometimes even these ways of looking at results are not available. In many jobs, it is necessary to assure that programs are implemented and carried out effectively by making managerial judgments about their relevance, timing, and the quality of thinking in their design.

Whether very objective measurements are available, or subjective judgments are the only possible method of appraising performance, performance can be directed best if there is specific awareness of what needs to be done. Determining the criteria to be used with regard to each accountability is an important element in bringing appraisals closer to the necessary results rather than making them based on effort or on

individual traits which may have or lack appeal for a particular manager (Accountability management workbook. Unpublished manuscript, Edward N. Hay and Associates, 1970, pp. 4-17).

### Common Errors in Goal-Setting

As a checkpoint, each position and its accountabilities (goals) should be examined with the following list of common errors:

1. The manager does not develop or explain common goals for the whole unit.
2. He ignores the proposed new goals or ideas of subordinates and imposes only those which he deems suitable.
3. He sets goals too low to challenge the individual subordinate or so high that achievement is impossible.
4. He does not probe to discover what his subordinate's program for goal achievement will be. He accepts every goal uncritically without a plan for successful achievement.
5. He ignores the very real obstacles which will face the subordinate in achieving his goals, including many emergency or routine duties which consume time.
6. He does not think through and act upon what he must do to help his subordinate succeed.
7. He sets no criteria as guides to action, but waits for results, then issues ad hoc judgments in correction.

8. He fails to set intermediate target dates by which to measure progress of subordinates.
9. He fails to permit targets of opportunity to be seized in lieu of stated goals that are less important, or does not allow the knockout of previously agreed upon goals which have subsequently proven unfeasible, irrelevant, or impossible.
10. He does not introduce new ideas from outside the organization, nor permit nor encourage subordinate to do so, thereby freezing the status quo.
11. He allows two or more individuals to believe themselves responsible for doing exactly the same things when he knows that having one responsible party is better.
12. He stresses methods of working rather than clarifying individual areas of accountability.
13. He emphasizes tacitly that it is pleasing him which counts rather than achieving results.
14. He does not reinforce successful behavior or unsuccessful behavior when goals are achieved or missed.

## CHAPTER II

### THE EVOLUTION OF EDUCATIONAL MANAGEMENT

#### Introduction

There have been a variety of terms assigned to the management function of school systems. Administration, supervision, leadership, coordination, and directing are a few of the more well-known and traditional terms. In general, however, it is the opinion of the writer that the term "management" serves the purpose more completely and encompasses all of the above-named functions. Good educational management would seem to include as important parts the several specific school concerns related to administration, supervision, leadership, coordination, and direction.

At any rate, whatever the favored term, the concept of American educational management has travelled a rather interesting journey, spanning from approximately the middle of the nineteenth century to the present. During the time of its existence, the staging of educational management has undergone many changes of scenery. As the general nature of society and culture have become more complex, so has the educational enterprise. As a result, the educational management function has also had to be altered.

In this Chapter, the writer will describe some of the highlighted educational management concepts, philosophies, and styles as they existed in four basic contexts: The early era of educational management; the recent and common era of educational management; a time in which demands for change in educational management are indicated; and a time when there is emerging evidence of a new educational management form.

### Early Educational Management

In the days of the one-room schoolhouse, rural, family-centered Americans required only a simple organization to carry out the functions of education. Most schools were run by a small board of trustees that hired a teacher to instruct all of the pupils. Most of the specific school needs, such as the ordering of texts and materials, the furnishing of equipment and facilities, and even the care and maintenance of the school building, were carried out by this small group composed of lay citizens and the teacher. Life was simple and education routine.

In the past, schools were at best simply repetitions of the old church-school concept, a promoter and keeper of the basics and the status quo. It later had a brief respite and surge of enthusiasm with the organized, principled, child-centered influence of John Dewey (Umans, 1970, p. 1).

But in the very early days, or by 1848 in Baltimore, the complications and demands of running a school system became overwhelming for the Board of Education. It was then that the Board recommended to

the City Council the hiring of a chief school executive. However, the request was denied. A year later one of the Board members, Rev. J. N. McJilton, was appointed treasurer. His function was to oversee the clerical, statistical, business, and financial concerns of the school system. In addition, Rev. McJilton was also given the responsibilities of visiting the schools, maintaining an office, and reporting to the citizens about all of the educational affairs in Baltimore. By the end of the year the Board came to regard the position as so necessary that it voted to continue the position, changing the title to "Superintendent of Schools" (Griffiths, 1966, p. 1).

From this small start specific attention to the school management function began to grow.

Jenson stated in his book that at the beginning of the twentieth century, the task of educational management was generally to execute and carry out the established policies formed by the board of education and the local citizens. In the early days the local committee, or board, assumed most of the aspects of policy-making and administration in the operation of the school. Very little of these aspects were carried out by a so-called school administrator.

The early history and development of the legal structure for the management of education reveals that the board of education was held accountable for the management of the educational enterprise, going as far as to outline the specific duties and responsibilities of board officers

and members (Jenson, 1964, p. 35).

But, as in the case of Baltimore, the position of school administrator began to grow more demanding and take on specific tasks, rigid and defined as those tasks may have been in those early days.

Woodrow Wilson once defined administration and its purpose as: "The detailed and systematic execution of public law."

In 1921, Charles Wagner, former Superintendent of the Chester, Pennsylvania Schools, stated in his book that the primary function of the school superintendent is to keep the educational program alive and up-to-date (Wagner, 1921, p. 155). Although he did not go into great detail as to specific management techniques and styles, he did promote his description of the school management function, as stated above, which is basic and perhaps still very stylish in its philosophy today.

As one looks upon the simple beginning of the educational management function, one may marvel at the rather rapid evolvement of demands, styles, and professionalization of the position over a relatively short span of time.

Odiorne had his way of describing three eras of general management styles:

1. 1920's and 1930's - the era of the "hard nose" manager, in which most supervision was the management of the routine tasks of the unskilled, unorganized, labor class;
2. 1940's and 1950's - the era of the "human relator" type of

manager, swelled with the philosophy that happy and contented employees produce profits; and

3. Late 1950's and early 1960's - the era of the "management by pressure" manager, faced by organized labor unions, discontented employees, cost shortages, and the pressing need for profit (Odiorne, 1965, pp. 7-9).

Kimball Wiles in his book also had his description of the eras and styles of educational management.

He stated that in the 1910's and 1920's, school management was basically directing, telling, and following up to see that teachers had performed as they had been told.

In the 1930's the general style was that of "democratic supervision." However, the so-called democratic style of the 1930's really worked out to be a method through which teachers were manipulated gently and tactfully into doing what the manager wanted.

In the 1940's, Wiles described educational management as a cooperative venture. During this era, the coordination of educational affairs was characterized with the professional staff helping each other, conferring with each other, planning with each other, and so forth (Wiles, 1950, pp. 5-6).

Daniel Griffiths stated that the main period of evolution of the superintendent as an overall school system manager ran roughly from 1910-1945. During this time the management function generally

emphasized the content, organization, and financing of education. Also during this period, superintendents began to turn to the "science" of the business-industry type of management in dealing with school affairs (Griffiths, 1966, p. 21). This may be one of the earliest indications that school management and business world management styles had some things in common.

#### Recent and Common Educational Management

As professionalization of educational management advanced, the preparation, training, and certification of school administrators became more specific. The laws of some states have fairly recently spelled out directions for the delegation of administrative responsibilities in education, the certification of administrators and typical duties to be performed (Jenson, 1964, pp. 35-36).

In 1940, Arthur Moehlman wrote a book titled, School Administration. The book was regarded by many as a "bible" for school administrators for approximately fifteen years.

Moehlman stated that the administrative organization should function as a unit, even though it may involve only a few or perhaps many individuals. All administrative effort and direction should be toward promoting the education of the individual.

Further, Moehlman held that in order to accomplish the aims of education there are certain basic administrative principles to be

emphasized. These principles are: The control of process, methodology, and internal organization of executive personnel (Moehlman, 1951, p. 75).

Analysis of executive activity should begin with purpose. And the real purpose is instruction. It is through the following description of educational management that the stated purpose is accomplished by:

1. Planning a procedure through which board policies are carried out toward furnishing the best possible physical, financial, and educational conditions;
2. Choosing, organizing, and assimilating the necessary personnel to function within this procedure;
3. Keeping the policies in constant and efficient operation;
4. Maintaining a system of effective staff and community communications to the central office;
5. Setting up the means through which all persons associated with the educational program may strive for continuous improvement; and
6. Providing general leadership and guidance for all of the above details of the educational program (Moehlman, 1951, p. 84).

Moehlman summarized his views by stating that all administrative effort, regardless of the style or specialization, must be

evaluated basically as to how it affects instruction (Moehlman, 1951, p. 85). And finally, "dynamic organization has four cyclic aspects: planning, executing, appraising, and interpreting" (Moehlman, 1951, p. 98).

Getting to the more specific, Paul Jacobson suggested that the educational leader must learn to differentiate between the tasks which others can do and the tasks which he himself must do. If the leader fails to do this, he soon will find himself consistently failing to establish reasonable job priorities. And this can happen at times when immediate and spontaneous demands take one's attention away from important long-term goals. Such a style then comes to be known as emergency administration. Fearing that he will miss even one important detail, the emergency administrator stays in his office awaiting the next crisis, and soon becomes smothered in administrative trivia (Jacobson, 1954, p. 25).

Jacobson went on to explain that the effective leader will analyze the many job demands made on him and attempt to organize them in a reasonable order. In addition, he must study the backgrounds and competencies of his professional staff and associates in order to form a plan of proper delegation of authority and effort. When this has taken place, the educational leader has more freedom to do what he should do, which is to plan an organizational effort based on functional differentiation, cooperation, and participation. All must

share in the educational enterprise (Jacobson, 1954, p. 26).

What kind of a person, then, does it take to occupy an educational management position? With all of the previously described theories of the job content, such as the coordination of instruction, establishing priorities, involving the appropriate people, and the many other general areas of concern, what are necessary personal traits of such a leader?

Here again, in searching for information on this aspect, writers in educational administration tend to explain the needed talents, training, and experiences in theoretical terms.

In 1956, Myron Lieberman wrote in his book that in order for an individual to serve as a school administrator, one must complete a period of formal training. However, the training should not necessarily be a forecast or a recommendation for real leadership ability and character (Lieberman, 1956, p. 492). In fact, Lieberman went on to state that there may be too much specialization of training, even though some is necessary. Good educational administrators with real leadership capabilities may be equally able to administer a variety of enterprises other than educational systems. Administrators should be selected basically on the basis of their leadership qualities (Lieberman, 1956, p. 493).

Daniel Davies, in 1962, viewed the administrative internship type of experience as a good method for providing realistic training

and determining educational leadership ability. He maintained that the internship could train and prepare persons who have a genuine wish to become administrative leaders of educational institutions. The internship, as in medicine, provides the necessary "field experience" with appropriate help and guidance from experienced administrators. Further, Davies expressed that there have been many forms and practices used in administrative internship programs (Davies, 1962, p. 1). For instance, the internship should not be used as an apprenticeship or as a cheap way of providing a person to perform a certain function (Davies, 1962, p. 5).

Davies listed what he thought the real objectives of the administrative internship should be. The internship should:

1. Enable the aspirant to gain a general understanding of educational administration;
2. Give the intern real experience with educational leadership responsibility;
3. Have the intern gain the benefit of experience had by the regular or supervising administrator;
4. Serve as a real experience to measure and predict an individual's degree of success as an administrator; and,
5. Teach the intern about, and develop a respect for, the code of professional ethics (Davies, 1962, pp. 10-11).

Austin Swanson wrote that predictability for leadership

success cannot always be based on the duration of formal administrative training, nor the number of years of professional experience, even though the assignment of a salary figure to an administrator is usually determined by those two dimensions (Swanson, 1961, p. 2). Somewhere in the ability criteria, the educational leader has to be judged within the contexts of local educational philosophy, organization, and purpose. Naturally, these factors can vary greatly from one community to another.

Continuing with general descriptions of the theory of educational management, Ralph Claybaugh stressed that the school superintendent must continuously evaluate what he is trying to do and how it can best be done. What he achieves is vastly influenced by the work of his associates in the organization (Claybaugh, 1966, p. 1). He must also early develop a personal definition of his position and what it means (Claybaugh, 1966, p. 2).

The superintendent dedicated to leadership and management faces several hurdles:

1. He must try to determine whether he is leading or managing;
2. He must decide how far and in what way he will lead (for he must also delegate specific authority to others), and he should know that leadership is not intended to be effortless and routine; and

3. He must also arrange his personal direction and the direction of his supporting staff to the extent that he does not become mired in details and routines that keep him from his overall role of leadership (Claybaugh, 1966, pp. 6-7).

Thus, one can readily see that the top educational administrator must be a leader as well as a manager (Claybaugh, 1966, p. 7).

Claybaugh goes on to state that educational administration must further provide for direction and consistency in philosophy and operation while at the same time allow for autonomy and innovation. It must guide, but not be confining. It must lead, but not dictate. It must help, but not hinder. The real task of the superintendent is to find the proper balance between the centralization of direction and the allowance for proper autonomy within the various departments of the school system (Claybaugh, 1966, pp. 7-8).

And so the time of the traditional educational management era marches on. Theories and definitions of educational leadership abound.

William Dinsmore spent some effort defining and differentiating. In an article in 1962 he explained that there are supervisors, managers, and administrators, each of whom can be separately described. He pointed out that there can be three separate classifications, as follows:

Supervisor: "One who tells people what to do and how to do it."

Manager: "One who tells people in fairly specific terms what to accomplish, and then counsels them, to the extent necessary, in their efforts to accomplish the determined objectives."

Administrator: "One who assigns general objectives, but gives little or no consideration to the details of the reaching of the objectives" (Dinsmore, 1962).

More recently, management has been described by Jenson as "the coordinating of the efforts of people toward the achievement of the goals of an organization" (Jenson, 1964, p. 34). Wiles stated that management has come to be known as supporting, assisting, and sharing; authority has not decreased, but rather responsibility has increased (Wiles, 1950, p. 9).

In reviewing the academic descriptions of the management function, and particularly that of educational management, is it any wonder that some administrators and citizens have become confused about the role of educational leadership and what it should accomplish? Much of the traditional literature about the management of education dwells heavily upon theory, general statements of principles of operation, and the leadership of instructional programs. Little, however, is mentioned about any specific, practical, and positive operational

techniques of educational management.

However, as long ago as 1950, Wiles mentioned that the philosophies and methods of educational supervision are in a state of change. He also acknowledged that styles and needs for supervision can vary from one school system to another (Wiles, 1950, p. 5).

And in 1957, Hollis Moore forecasted that in the immediate future the development of an acceptable and useful meaning of school administration will be a vital project (Moore, 1957, p. 29). He also deducted that there are some traces of similarity between school administration in education and management in other areas of endeavor. At that time some individuals went so far as to suggest that the school administrator should take a look at the management functions found in hospitals, businesses, and other public enterprises, so that he might learn to understand the important principles of management (Moore, 1957, p. 30).

#### Time For a Change in the Style of Educational Management?

In the changing, automated, mobile, computerized, technological society of today, the educational manager is facing and shall be facing new and demanding challenges. The "old time" standards and values will become hollow and without substance. Telling the potential high school dropout that if he leaves school he will not be able to get a decent job and make a good living, or, if he will work

very hard he will find success, or, he should save his money, etc., will all be meaningless and trite utterances to young people who have come to realize that all of these things are not necessarily true and do not always happen. Young people today are seeing some people being paid for not working because there is no work. They see farmers receiving payments for not harvesting certain crops. And so, education is being and will continue to be faced with helping young people establish new values, new ways to build a meaningful life style, and unthought of methods to try to motivate young people (Griffiths, 1966, pp. 83-84).

Because of this, the nature of the chief school officer's position must change. These then are times for educational leaders to call upon all the foresight, courage, and ability they can find in themselves (Griffiths, 1966, p. 92).

In 1963, Admiral H. G. Rickover caused a stir on the educational scene with his book, American Education - A National Failure. Rickover claimed that education does not have a specific philosophy with real objectives aimed at accomplishing that philosophy. And thus, it should be changed. Sizeable and sweeping adjustments should be made to upgrade scholastic achievement and general national educational standards (Rickover, 1963, p. 3).

Admiral Rickover urged for a re-sorting of our educational values for proper emphasis, stating that unrealistic amounts of money

and effort are expended for school administration, driver education, athletics, counseling, and many other activities. Not nearly enough money and effort are being focused on the most important educational team member of all---the teacher (Rickover, 1963, pp. 18-19).

Rickover went on to suggest that perhaps some educational system formats of several foreign countries might be adaptable to educational restructuring in the United States. He pointed out, in particular, the English school system as a good model.

Admiral Rickover was not the only critic, of course. The clamor for change and the up-dating of our educational effort has become more intense and widespread. The general public has come to be much more free in expressing criticism.

Financial support for schools is being more and more withheld as the public seeks to hear new answers about fresh approaches to education. Even in 1961, Swanson pointed out that even though three decades of research have indicated that financial resources are very critical to the effectiveness of a school system, these resources alone are not the only answer to solving educational problems. How the money is spent is more critical (Swanson, 1961, p. 2).

A Gallup Poll outlined in Personnel News in January, 1970, indicated heavy public opinion against the general absence of discipline in the schools. Criticism of the schools about discipline is the greatest in the big cities; it is of more concern to blacks than whites; and it is

loudest in low income groups. Further, parents of parochial school children were more critical of public school discipline than the parents of public school children. In general, the better educated are the least critical. Of the prominent religious groups, the Catholics are the most critical (Whitaker, 1970, pp. 2 and 6).

In considering the existence of public criticism of a more general nature, Patrick Haggarty stated in 1971 that the public is coming to feel that there has not been any startling improvement in the quality of education in spite of the fact that educational costs have recently increased from three to five times over. Costs per student hour and per teaching hour have not been related or analyzed effectively. Just as in business and industry, educational managers must now begin to look for increases in productivity---and show evidence of recognizable results. If, he opined, educators could increase the efficiency of cost per teaching hour, huge savings could be realized and put into other areas of educational need, such as individualized instruction (Haggarty, 1971, p. 43).

To further complicate the picture, teachers across the nation have in recent years come forward with much more power and influence. Formal bargaining rights have, in many cases, been granted by law. Teacher groups are having direct influence over their wages and other working conditions. As a result, since the major costs of education are incurred through school employee salaries and benefits, sizable increases in financial demands have occurred recently. Teacher strikes and

walkouts have encouraged a certain amount of public wrath. The public all at once seems to have a lot of school issues to get excited about.

According to Frank Lutz, many school boards are still against teacher groups being involved in educational decision-making. However, teacher groups have come to feel that this is a necessary and justifiable right (Lutz, 1966, p. 1).

The educational leader has naturally been placed in the middle of all of this conflict and concern. Perhaps he may become the real victim, or at least, perhaps, the so-called goat. No longer can he on his own recommend teacher salary increases and improvements in working conditions. Since formal negotiations with teachers about employment conditions have become a pattern and also, since many school boards do not wish to have their superintendent involved in this melee, the superintendent is now nervously standing in the middle awaiting a definition of his new role (Lutz, 1966, p. 2).

Amid all of these costs, power struggles, and conflicts, many citizens are asking for increased evidence of good educational management and wish to see more specific results. Many express the wish to pay for obviously earned rewards, and that sizable cost increases should not be experienced simply because another year has passed and teachers have placed another "across the board" cost demand before the board of education.

Teachers in general, however, are not in favor of "merit"

salaries or individual rewards for exceptional effort. Many teachers apparently prefer to work at the same, generally indistinct level as their peers (Lutz, 1966, pp. 42-43).

As Umans put it, in his reaction to the trend of public inquiries, criticisms, and revealing studies, education has quietly retreated from the struggle. The public school system "sits heavy with age," pondering the more pleasant and peaceful years of the past, and fearful of leading us into the uncertainties of the future (Umans, 1970, p. 1). He continued by stating that education needs an entirely new approach. It needs to leave behind the practice of the "vertical transmission" of knowledge, concepts, and values---the practice of the teacher of the "tried and true" passing education on to the young student. Rather, the practice of "lateral transmission" needs to be established---that which has been discovered is passed on laterally to everyone in society---the practice in which educational goals are adjustable and adaptable in helping people live in a constantly changing society---a practice in which people will be educated to live in a world of the future which will be a world that will be completely different from today (Umans, 1970, p. 23).

Griffiths stated that school systems must now set objectives which spell out what education should accomplish within the context of the values of the individual community, board of education, and administrative staff. These objectives, usually written by the superintendent

of schools and his staff members and approved by the board of education, suggest the goals of the educational effort and also set standards for their evaluation (Griffiths, 1966, p. 95).

What does all of this commotion suggest? The present public interest in and anxiety over education seems to indicate the need for a change---a change, perhaps, in the entire format of American public education. It suggests that education has gotten out of tune with the times. That young people more and more are not coming out of schools able to adapt to an ever-changing society.

Much of the unrest implies a need to change the structure of educational leadership. It is from effective educational management that many of the specific problems of education will be encountered and solved.

Lutz mentioned that the new administrator must promote himself as a peer to the teacher--that teacher and administrator will work together, and with others, for the common good and improvement of education (Lutz, 1966, pp. 109-110).

If it is true that better education might come from better leadership, perhaps some views of management from the business/industry world might be examined. More and more educators are being told that maybe some of their techniques might begin to apply to management in the new world of education.

In 1970, Robert Townsend, in his humorous book about the

business world bureaucracy, stated that a general reform in administrative style is needed. And he mentioned (perhaps not so humorously) that one must cast off the image of being a manager in charge of and an overseer of everything and everyone. The enlightened manager must become "one who carries water for his people so they can get on with the job" (Townsend, 1970, p. 11). Townsend's entire purpose, of course, was to try to convince, in a light-hearted, but offhanded and serious way, those involved in the massive, patterned, and impersonal structure of the working organization need to begin subtly tearing down the stated structure---and make the organization serve people, rather than people serve the organization. Real management or leadership should be for the betterment and the advantage of those involved, not for the promotion of the leader (Townsend, 1970, p. 98).

Another subtly humorous (but with soft threads of seriousness) view of the need for new management techniques came in 1971 from Arthur Riggs when he wrote down his suggestions for the organization of management by describing the following:

Parkinson's Law - "Work expands so as to fill the time available for its completion." Also, the number of personnel will tend to increase in an organization regardless of the work load to be carried. Even with a decreasing workload, personnel will increase at a predictable rate.

Peter Principle - "In a hierarchy, every employee tends to rise

toward his level of incompetence" (Riggs, 1971, p. 23).

He went on to state that it may at first appear that the above two principles (Parkinson's Law and the Peter Principle) have nothing in common. But wait. They just might be related. For instance, a certain amount of work may take a good employee only five minutes to complete, but perhaps several hours for the poor performer to finish. Thus, the incompetent, needing a lot of time to complete all the phases of his responsibilities, will seek more subordinates. Applying the Peter Principle (the tendency to promote employees to their levels of incompetence), it becomes readily apparent that more and more employees will be needed as other employees become placed at their levels of incompetence, simply because of the sheer demand of the number of vacancies and work loads created (Riggs, 1971, p. 24).

However, in a more serious tone, Elmer Burach wrote in 1971 that managerial obsolescence is becoming more of a problem today because of the often-stated reasons of more technology and more knowledge. The manager who does not stay up-to-date with the latest professional knowledge is in danger of quickly becoming obsolete. He must keep up with the newest in required knowledge, skills, and training (Burach, 1971, p. 43). And further, to help solve this problem, there needs to be more effort at the working organization level to organize and maintain effective manpower planning and development programs for successful managers (Burach, 1971, p. 48).

In education, too, there must be more attention given to organizing better management systems, according to Normal Weinheimer in the Michigan School Board Journal. All administrators in an organization should have some opportunity for input into the decision-making process, perhaps through a management/team type process. There is a need to recognize and involve the "middle management" group of principals and coordinators. Perhaps one piece of evidence to support this need for involvement is the fact that formal school administrative bargaining units in Michigan have grown from nine to over forty in one year. Although administrative bargaining units need not be looked upon with complete disfavor, the trend seems to indicate the frustrations of some school management groups over not being involved in the action (Weinheimer, 1971, p. 5).

#### An Emerging Educational Management Philosophy and Style

Education has been accused of being inefficient and of not accomplishing its real purpose. People are beginning to demand that the educational enterprise, with its boards, administrators, and instructional staff members be held accountable for the education of boys and girls.

The article cited some significant facts alluding to the alleged failure of education, as follows:

1. 15 million students are functionally illiterate;

2. 70% pupil dropout rate in the economically deprived and large urban areas;
3. The fifth grade level Armed Forces Qualifying Test is failed by one-third of those who take it;
4. Growing numbers of school graduates are unable to get jobs; and in spite of all of the above,
5. More and more money is being spent on education (Rhodes, May, 1971, p. 2).

In the fall of 1970 a Gallup Poll indicated that 80% of the population wishes to have some kind of educational accountability established for every twenty cents of the tax dollar spent on schools.

The major concerns at the present time are whether or not accountability in education can be realized, whether or not educators can be held finally responsible for education, whether or not a real evaluation can happen, and if the results will justify the effort used to reach them.

Only the local schools as individual units, and the educators involved, can react to the demand (Rhodes, May, 1971, pp. 2 and 11).

In an article titled, "Administrators and Accountability" (Briner, October, 1969, pp. 203-206), schools were described as traditionally the people's business. In the past citizens have not allowed much "self-determination, competition, and radicalism in them." Perhaps the public has been too emotionally involved with the schools and their affairs,

such as the construction of buildings, formation of activities and solicitation of finances. Increasingly, however, questions are arising about "who is responsible?" and, "what is being done?"

Briner went on to state that the public concern for accountability is more evidence that new efforts need to be made to eliminate the failures of education. And further, that educational management needs to now begin using participative, involvement-oriented decision-making to form workable plans to accomplish desired results.

And finally, accountability in education must come as a result of the meeting of the minds and communication between the public and educators. They must talk about such things as responsibility for shaping educational aims, defining the aims, appraising the results, and forming plans to improve instruction. Schools are still public institutions. As Briner put it, "Accountability as only a professional exercise is unworkable. Accountability as a combined community and educator political exercise is workable."

Recently (Rhodes, October, 1970, p. 2) it was stated that public sentiments and views about education will be leading administrators to install accountability systems. Administrators will face the task of organizing ways to measure the performance, responsibility, and accountability of their professional staffs.

In a 1970 article (Riederer, April, 1970, pp. 3 and 5) first emphasis was placed directly upon the management function by stating

that the most important effort of the board of education is to hire the most appropriate administrative "task force." The administrative group must be the important component in the professional and forth-right advance guard in education.

Riederer further stated that there are, of course, a variety of policies followed and procedures used for the selection of administrative staff. The higher the position to be filled, the less standardized the selection process should be. Perhaps the entire procedure can be decided from the standpoint of accountability. The board is primarily accountable for being directly involved in the hiring of the top people. The board is also responsible for setting the general recruiting policy for the institution.

New indications of accountability, management style, and the types of educational managers desired are becoming very apparent. The young management prospect of today may no longer be able to imitate his present superior who was trained forty years ago. Such imitation may outdate the young prospect before he can get started. The Horatio Alger story may not fit today. In the past the poor, uneducated, struggling aspirant, by vigorously pursuing the ideals of his superiors and living in the spirit of nineteenth century American morality, was able to progress through the maze and reach the top. This old story and formula for success in the business world has become obsolete. Now the prospects for success in the new managerial society are based on training,

background, and predicted ability (Odiorne, 1965, pp. 4 and 6).

Back in 1950 (Wiles, 1950, pp. 337-342) it was predicted that the future course of management technique will depend on the desired working situation. At any rate, in education all of the effort of supervision and leadership will always be toward providing better instruction for boys and girls. This may well be accomplished by operating within the following guidelines and principles:

1. Each person values himself;
2. Each person values others;
3. Each operates for the betterment of the group;
4. Each has trust for the other;
5. Decision-making is shared;
6. All affected by a decision participate;
7. Each maintains his integrity;
8. Self-direction is emphasized;
9. Each helps in establishing group goals;
10. Each has access to appropriate information;
11. Ideas are group property;
12. Each is loyal to ideas and values (not persons);
13. Administration solicits and uses the ideas of all;
14. Decisions are reached ideally by consensus;
15. Each can speak frankly and openly about ideas and expectations; and

16. Each accepts and lives by the decisions and their consequences.

In another view Wynn stated that with the current trends of larger pupil enrollments and the consolidations of smaller districts, there is a need for more administrative specialists in such areas of school affairs as business, instruction, personnel, public relations, and many others. However, with size come challenges to efficiently organize communications, goal determination, evaluation, reporting, and decision-making.

Wynn went on to explain that more effort needs to be put forth now in seeing that the organizational structure itself functions properly to accomplish the desired educational results.

The modern condition of "bigness" evident for years in industry, government, and labor unions, has now encompassed the educational enterprise. Therefore, the organization and function of the management effort must be studied (Wynn, 1964, pp. 87-88).

In another passage of his book, Wynn stated, "the most critical need in American education is for a precise and acceptable statement of the task of education: What is the purpose of education?" Wynn emphasized that until this question is answered, school systems may struggle aimlessly and encourage more public wrath. The organizational structure of education must be based on answering this critical question (Wynn, 1964, p. 93).

Going on, if the management function is to be effective, there must be organization to clarify, spell out, and delineate responsibilities and authority in a reasonable order. There should be job descriptions and organizational charts. However, the overall organization must be dynamic and flexible, holding to the effective method of maintaining working relationships. It should be explicit, however, that the organization is not the goal, but rather the vehicle through which desired purposes are met (Wynn, 1964, pp. 32-33).

Wynn's tenets of administrative organization are as follows:

1. Broad span of control;
2. Flat organization;
3. Emphasis of the building unit basis of organization;
4. Specialist as staff officer;
5. Decentralization;
6. Purposes of the organization as the goals; and
7. Unitary control and supervision (Wynn, 1964, p. 34).

A recent book by the American Association of School Administrators re-emphasized some of the foregoing needs by claiming that public school operation has become so complex and demanding that the superintendent of schools must have a staff of various expert assistants. In order for the superintendent to exercise his appropriate leadership functions, specific helpers have come into view. Thus, the function of the superintendency today has grown to mean a team function. There-

fore, there are assistants with various titles, such as deputies, associates, assistants, and district or area superintendents (A.A.S.A., 1971, p. 11).

McGregor pointed out that the old principles of management organization influenced the hierarchy for many years as to its scope and method of operation. These old tenets perpetuated many laws and rigid standards of management style (McGregor, 1960, p. 15).

However, good progress in management and the use of human resources has been made in the past twenty to thirty years. The human side has become important. Now the trend is to integrate through the creation of working conditions in which members of an organization can reach their own goals through application of their energies toward the success of the operation (McGregor, 1960, p. 49).

The needs of the organization and the individual must be seen and dealt with in a coordinated way (McGregor, 1960, p. 51). This new trend of integration of human need and effort is an "invitation to innovation" (McGregor, 1960, p. 57). And management by integration becomes the concept of "management by objectives." In recent years this concept has been attracting much attention. The proper application of this management style is to organize a working climate in which the worker can reach his goals by channeling his efforts toward the objectives of the organization.

McGregor stated this strategy has four components, as follows:

1. Clarification of basic job requirements;
2. Formation of "targets" or goals for given work periods;
3. Analysis of the management function during the work periods; and
4. Evaluation of the reaching of goals (McGregor, 1960, p. 62).

In the management by integration plan, one basic principle should be to involve the individual in setting his own goals or work targets. The purpose of the effective supervisor is to be able to assess and advise the individual and help him eliminate unrealistic goals which may have been set and establish new ones (McGregor, 1960, p. 69).

In a recent article by Bernard Garen, it was maintained that the philosophy of management should be that it is the development of people, not the direction of things. The element of people is central to this style of management. The manager must work with people and be guided by the reasons they come to work.

As to the formation of objectives, it was stressed that planning should be done on a long-range basis, which helps form short-range goals. Further, goals come from the aims of the organization, and aims are results of needs. The effective manager will assess the organizational goals and the employee goals. It then becomes the manager's job to weigh these goals and relate them together for the purpose of motivating the employee.

The involvement of the employee in the management by mutual objectives system should create better employees with more self-control and regard for work assignments. On the other hand, management by control, with the objectives dictated, creates workers who grow overly concerned with jobs to be done and methods to get them done---and who thus demand more close supervision. The involvement and dedication of employees can happen after mutual goal-setting takes place (Garen, 1970, pp. 3, 4 and 15).

Townsend was also in favor of forming performance objectives, but maintained they should be simple, easily recognized, understandable, and uncluttered with amendments that detract from the main intent (Townsend, 1970, p. 129).

Jenson stated that the new and specific views of educational administration are due to the following aims and conditions:

1. To make administration a science and the administrator a professional;
2. To establish the study of administration as a phenomenon of behaviors, performances, special interactions, and human relationships;
3. To apply theory and practice in the study of administration;
4. To analyze and differentiate administration into content and process (duties and function);
5. To recognize new societal forces and demands which lead

administration to develop educational approaches to technology, population growth, value conflicts, and the knowledge explosion; and

6. To cope with a growing interest in the detailed study of administration by scholars and researchers (Jenson, 1964, p. 37).

Jenson went on to point out that there have been developed many undergraduate and graduate study programs in educational administration. However, management development programs in industry, which are now common, are new to education, along with educational concepts as related to administration, in-service, professional growth, specialization, training, and re-training (Jenson, 1964, pp. 37-38).

Getting more specific, administration is a system of inter-related components which includes: (1) planning, (2) organization, (3) management, and (4) appraisal and control.

In a more universal glimpse of administration (whether in education, industry, or government), it has been stated that it refers to the coordination of human activity with at least four parts: (1) the tasks, (2) the formal organization, (3) the work groups, and (4) the leaders. Thus the administrative effort of a school system should apply the above-listed components and parts for the purpose of promoting teaching and learning (Jenson, 1964, pp. 44-45).

Since writings and discussions about management increasingly

mention organization and accountability, several more views will be outlined.

F. W. Lutz and J. J. Azzarelli looked at concepts about management and accountability from four points of view: the historical, anthropological, political, and sociological.

The Historical View. Accountability is not new. It corresponds exactly to the stress for efficiency of performance in the early part of the century. In that time, administrators developed the "index of efficiency," the "Platoon School," and the "teacher load equation." Thus, the concepts of efficiency and the organization of management are old tenets. Only the specific information and details about these concepts have changed.

The Anthropological View. Frequently separate cultures have exhibited attitudes or habits which have been basically the same, but which have been used for differing desired results. As related to the separate groups of teachers and administrators, each has been opposed to the concept of accountability and structure for different reasons. In general, however, each group has been against the notion of being held accountable to the lay public.

The Political View. The push toward educational accountability may be related to the loss of faith in schools on the part of the public. This has brought political pressure to the scene. No longer can educators be divorced from political pressure and involvement. The lay patrons

have demanded official political attention to the entire educational enterprise.

The Sociological View. Education has been called bureaucratic. This, however, has not really been true. Bureaucracy suggests a very real and planned organizational structure, which has not been evident in education. Actually, perhaps educators could do well to adopt some bureaucratic concepts and realistically organize efforts to accomplish concrete and measurable results.

However, at the time they wrote, Lutz and Azzarelli were not optimistic about the establishment of accountability in education as an operational function or as a method for improving the management process. They thought accountability might make an appearance in education in theoretical form, but in order for any help to come, education must be made to become officially accountable to the people in society (Lutz, Azzarelli, 1966, pp. 24-30).

In 1970 Wilson Riles, the then newly-elected Superintendent of Public Instruction in California, stated that accountability used at the lowest school administrative level is the basic solution to salvaging American public education. He saw this concept as the basis for building better instruction, and for using "performance terms." He also mentioned the need for students, teachers, administrators, and parents to work together to plan for individual performance objectives, with progress and success measured annually. Without this kind of direction

and involvement, he said, "we may lose public education in this nation ---and we do not have anything at the moment to replace it" (Rhodes, December, 1970, p. 2).

Aiming more specifically at the management function, Glasner saw management by objectives (or as he called it, "management by results") falling into five rather separate and distinct patterns, as follows:

1. Task Manager. This relates to the assignment of specific tasks with no involvement of the staff in planning or goal-setting. This pattern encourages employee dependence accompanied by little improvement of effort or self-direction on the part of the individual employee.
2. Job Management. The employees in this case are left to perform at their own wills after being furnished a detailed job description. The boss spells out the job. This pattern can cause many inefficiencies in operation.
3. Man/Job Management. This is a beginning. Both the employee and the boss understand the job. The performance of the employee may be regularly reviewed. However, the emphasis here is still concerned with job details without furnishing ties with the timing for, or the establishment of short-range organizational goals.
4. Goal-Oriented Management. This pattern adds goal-setting

to the Man/Job Management form. This is good because here both long-term and short-term results get attention. There is more understanding of purpose. Performance reviews are present. However, this pattern also needs to emphasize strong human relations skills on the part of the manager. In addition, there can be the danger that goals might be set without consideration for the basic job accountabilities, thereby creating emphasis on a series of projects. As a result, the stress can be placed on method rather than on the desired goal.

5. Accountability Management. And finally, this pattern incorporates the above-mentioned four patterns, but with the added emphasis of defining the measurements to be used for assessing the attainment of accountabilities. And further, as a result of the assessment phase, realistic goals can be set in relation to the quality of the measurement.

Glasner summarized by stressing that any management pattern must be supported by one or more of three guiding principles, described briefly as follows:

1. People should know what they are to do and know their effectiveness;
2. People should know about and be dedicated to the desired results, and participate in the setting of goals; and

3. People should understand the techniques to be utilized in assessing performance (Glasner, 1969, pp. 1-4).

Odiorne, in a sense, may have earlier summarized Glasner's view of the management process. He emphasized throughout his text that the setting of organizational and personal performance goals is the heart of a management program, done under the leadership of managers who are in support of such a program, and who can also evaluate individual performances and award incentives appropriate to the degree of goal achievement (Odiorne, 1965).

In the overall need for a management structure or style, many writers mention various specific aspects that need to be included in systems of management. One of the early items developed and provided for an employee is a job description.

When an individual is hired for a position he should be given an outline or listing of his general duties and responsibilities. Top level positions need more formalized job descriptions. However, these descriptions should not be so detailed as to restrict or confine individual effort. They should be tentative, capable of being changed when it should become appropriate. The general guidelines as set forth in job descriptions should also lead to the establishment of guidelines for the evaluation of performance (A. A. S. A., 1971, pp. 44-45).

McGregor also agreed with this concept of job descriptions. Position descriptions in their overall form should not be so detailed as

to serve as "strait jackets." They should simply be a basic outline of job principles under which individuals can perform according to their own styles and abilities (McGregor, 1960, p. 67).

Townsend, however, called job descriptions "strait jackets," claiming that the more responsible judgment positions are constantly changing and, therefore, not subject to formal description. He also stated somewhat facetiously that job descriptions are written by personnel men who do not understand the real nature of jobs and who do not even have the capability of writing about them. It was held further that job descriptions are hard on the morale of employees (Townsend, 1970, p. 91).

The entire question of job descriptions seems to be answered by most writers, however, who claim that something along this line is needed. Wynn's view was that job descriptions are needed, but they should be broad enough to allow people to function efficiently according to their individual initiatives and styles (Wynn, 1964, p. 101).

The subject of evaluation, or measurement of performance, also gains mention from many writers and management experts as important in the total system of management.

According to Gemmill, the employee interested in being promoted to a more responsible position is advised to be "results-oriented" as well as have traits of competitiveness and originality. In addition, the individual should know how to deal adequately and effectively with others.

Further, in order to get that promotion, the employee faces four basic targets:

1. To get acquainted with the key factors used by his organization for promotion of personnel;
2. To get to know the actions and attitudes that company officials measure to reach promotion decisions;
3. To get involved in these factors; and
4. To actually personally exhibit these important actions and attitudes looked upon as important (Gemmill, 1970, p. 3).

Hay and Associates stated that performance appraisal should become an integral part of overall management---not just evaluation of what has passed, but also to look ahead to what must be met in the future. Good management is based on the present and the future. (Accountability Management, 174 of a Series).

The A. A. S. A. book provided a very complete and specific view of the reasons for the evaluation of performance, particularly for that of educational administrators. It was stated that some sort of evaluation takes place in all school systems, either in a casual, or in a structured, well-defined way. For instance, there is usually the evaluation of the superintendent done by the board of education, and the evaluation of key assistants performed by the superintendent. Usually these evaluations have been done informally by the superintendent for purposes of salary determination, contracting, or promotion. However, these factors are

weak reasons for having evaluation.

A trend is now developing to evaluate performances for purposes of measuring professional growth and for citing ways to do a better job for its own sake. This trend is promising. Organized evaluation procedures should come to be used as methods for improving the leadership functions---for the focus of effort. More school systems, boards of education, and superintendents need to adopt this kind of positive practice of evaluation. Business and industry have long used evaluation as a practice for attacking the project of improving managerial performance.

Organized evaluation, related to position objectives, successful in business and industry, should be seriously investigated by educators. Such a practice could lead to:

1. Improving the understanding of duties and responsibilities;
2. Establishing long and short-range goals;
3. Setting of priorities for certain leadership responsibilities;
4. Bringing into focus the leader's relationship with those he leads and those who lead him;
5. Developing more efficiency of routine effort, building his self-image, and providing for more job satisfaction;
6. Furnishing a better feel for how he is performing; and
7. Receiving praise and regard for a job well done (A. A. S. A., 1971, pp. 43-44).

To summarize the view that there is a new and emerging

educational management philosophy and style, several writers have offered some rather effective, but brief descriptions of the new management concept.

As Townsend put it, ideal managers are "play coaches," participators, untiringly involved in helping those with whom they work. They are the "blocking backs," helping their teammates advance the ball (Townsend, 1970, p. 102).

Odiorne added that the new manager may come to be called the "manager of situations." This "manager of situations" will be evaluated in terms of how his subordinates perform. He will not necessarily possess a recognizable executive image. He will rather be one who stimulates things to happen. He will be a generalist capable of analyzing, classifying, visualizing, and identifying many situations. He will, of course, be an organizer. But on top of all of this, he will stress job results and accountability (Odiorne, 1965, pp. 7-11).

In brief, the system of management by objectives can be described as a process whereby superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of accountability in terms of the results expected, and use these determinations as guides for operating the unit and assessing the contributions of each of its members (Odiorne, 1965, pp. 55-56).

In summary, the general scope of the new management style

can be outlined, as follows:

1. Establishing objectives with employees;
  2. Directing the attainment of those objectives; and
  3. Measuring the results (performance appraisal)
- (Accountability Management, 174 of a Series).

## CHAPTER III

### THE COMMUNITY AND THE INITIATION OF THE ADMINISTRATIVE STUDY

#### The School and Community

Niles is a small business, industrial community of approximately 16,000 people, located in the extreme southwestern corner of Michigan, near Lake Michigan, just above Indiana, and approximately 90 miles east of Chicago, around the southern bend of Lake Michigan. It is a busy community with much local pride and a solid history of school and community support, even though it is a community of only average wealth. The citizenry is basically middle class with approximately 10% of the population composed of minority groups. Bordered by the St. Joseph River and laced with a rich Indian tradition, Niles stands as a gleaming light for business, enterprise and tradition in southwestern Michigan.

The School District, however, covers a much wider area than the City of Niles, encompassing an area of 90 square miles. With the annexation of several smaller, outlying school districts contiguous to Niles (most of which took place in 1965), the School District grew from an approximate enrollment of 4,000 in 1965 to 6,700 pupils in 1971---

from eight buildings to fifteen buildings---from 165 professional staff members to 325---from nearly 300 total employees to approximately 575.

Under the leadership of the present Superintendent of Schools, the curricula of the Niles School District has evolved from a rather solid, but conservative educational approach to a highly progressive, diversified school program. Through its membership in the Educational Research Council of America, located in Cleveland, many modern and innovative school programs have been developed. The School District has become widely recognized throughout Michigan for its willingness to experiment with new ideas and approaches, for its commitment to boys and girls of all ability levels and interests. Exceptional programs have evolved for the college bound student, the vocationally/occupation-ally-oriented student, as well as the pupil with special handicaps and exceptional needs.

The District serves as a student teacher training center for Michigan State University and Western Michigan University.

Opportunities for professional staff improvement through advanced study are easily available through the above-mentioned Michigan State University and Western Michigan University, as well as the University of Notre Dame and St. Mary's College (6 miles south), Bethel College and Indiana University - South Bend (10 miles south), and Andrews University (10 miles north) - Berrien Springs.

School facilities have been kept modern and up-to-date. Citizens have maintained a high level of financial support for the Schools, paying one of the highest tax rates in southwestern Michigan.

The professional staff comes from a variety of locations with highly diversified backgrounds. Recruitment of personnel is done with regular and individual contacts with some twenty colleges and universities.

#### The Inspiration for the Management Study

In the fall of 1969 Michigan public school officials were notified that special State financial grants were available to school districts that had experienced sizeable growth and expansion through annexation during the past five-year period. The grants were earmarked for those districts wishing to study their administrative functions since experiencing growth, with an eye toward more effective administrative staffing and management of educational efforts.

Through an application submitted by the Superintendent of Schools, Niles was granted \$15,000 to undertake an organized and professional study of its administrative staff and function.

Niles administrators had come to sense a need for thorough analysis, since sizeable expansions and innovations had been experienced in enrollment, staff, and programs. After considering several outside management consultant firms, the one enlisted to help examine, evaluate

and organize the administrative function of the School system was the Edward N. Hay Management Consultant firm, with its home office in Philadelphia, Pennsylvania.

A study conducted in the spring of 1969 by the Administrative Services Department of the Educational Research Council of America had analyzed the then prevailing administrative staffing pattern and duties, and had made recommendations as to future needed staffing. That study was rather brief, but at least inspirational.

The Educational Research Council, with its suggestions for sizeable and expensive additions to the administrative staff, led Central Office administrators to seek more complete answers as to present practices and details of organization and duties.

Hence, a more extensive management study was planned and the Edward N. Hay and Associates were enlisted as consultants.

#### A Call to Work

The usual approach to a school district administrative study is one in which the consultants visit the school system for a few days and interview and observe staff members, then provide in a few weeks an official report of position recommendations and duties. This was not the case with the Edward N. Hay Consultants.

The firm set the administrative staff of the Niles Community Schools to work, and suggested that local committees of administrators

be named for the purpose of analyzing and training themselves for effective educational management---but still under the critical eye and effective guidance of the Hay Consultants. The reasons for specific and direct local involvement, according to Hay and Associates, were that the management function, the development and maintenance of its processes, job descriptions, position evaluations, performance appraisals, and salary administration programs, would have to be an ongoing process, continuing regularly after the Consultants had finished their work. Only well-trained, local administrative staff members and committees could, in an organized way, keep the system up-to-date and functioning. The principles of effective school management should create a total and specific management concept. Details of the system must be furnished, examined, and coordinated by local management staff members on a continuing basis.

Prior to the first visit of the Hay Consultants, the local coordinator of the project (the Assistant Superintendent for Personnel) was asked to designate two separate, but critical administrative committees which would set about the first important phases of the management study. The committees needed were the Job Description Committee, composed of Niles administrators represented by one person each from Elementary, Secondary, and Central Office administrative functions. The other Committee (the Position Evaluation Committee) was organized with representation from principals and Central Office administrative

personnel. Each Committee functioned under the direction and help of the Hay Consultants. The function of the Position Evaluation Committee would not come into being until the position descriptions of each Niles school administrative job were written and organized by the Job Description Committee.

## CHAPTER IV

### PHASE ONE: THE DEVELOPMENT OF ADMINISTRATIVE POSITION DESCRIPTIONS

#### Introduction

According to E. N. Hay and Associates, management job descriptions range in usefulness from those which serve no other purpose than to clutter up files to those which make up a valuable and frequently used tool for the organization's management. Fortunately, there is a trend from the former kind to the latter because managers, like skilled carpenters or machinists, are recognizing that if a tool serves no purpose other than to weigh down the tool box, get rid of it; but, if it serves a purpose, then get the best you can afford, keep it sharp, in balance, and use it.

Top managers are now looking at job descriptions in the same fashion that they look at any other tool or equipment they are considering buying---by asking themselves, (1) what useful purpose will it serve? and, (2) what form or shape of tool will best meet our purpose? Almost always, part of the answer to the second question is that the job description must be custom-made according to the needs and objectives of the individual organization.

Until recently, an attitude toward management job descriptions has persisted in some companies which amounted to: if a job could be described, it was not a management job because "at that level, the man makes the job."

The politest reply to this bit of folklore is, "balderdash." Several men may perform the same job with varying effectiveness; they may do it differently (each emphasizing a different aspect of the job); but the job continues, from one man to another, because it has some more or less permanent meaning in terms of the organization's goals and objectives. The end results expected from whomever is the incumbent have to be accomplished--no matter how--if the organization is to survive.

A marketing vice president, for example, is accountable for moving goods profitably from the factory floor into the hands of the consumer. Whether he does this through field sales or manufacturers' representatives; whether he divides the country into five sales districts or fifty; whether he communicates with his subordinates by memo, telephone, or weekly breakfast meetings, are all relatively unimportant matters alongside the end result desired by his president.

The president is vitally concerned with the end results he expects from each of his vice presidents. He has little concern for the details of how they achieve them. The trouble with too many management job descriptions is that the authors concentrated on how the job is

done, not on what was to be done. They wrote as if the formula for writing all job descriptions was established, once and for all time, with the description.

To give these writers credit, they do recognize that management jobs are different, but they indicate this by making management descriptions longer. In companies where such descriptions linger, the higher a job is in the management hierarchy, the longer is the description and its length has become a status symbol.

This, however, is not the answer. Management jobs are different because managers are there to make things happen, not just to carry out detailed instructions which come down from above. The descriptions can have useful meaning only when they reveal end results and omit the tasks. They must be management-oriented, written in the context of management's needs and outlook, and written in management terms.

To do this, job description writers must be competent individuals. Above all, they must be of management caliber, sufficiently initiated into their management's philosophy, climate, and objectives so that they can extract the essence and ignore the frills of management jobs. They must be perceptive enough to distinguish between why a job exists and how it operates. This is not as easy as the uninitiated might believe. They must be persistent, but tactful interviewers, able to write with clarity and technical precision.

The management job description that evolves should be in a form that the incumbent can regard as a charter to his position, not as a blueprint from which he dare not deviate. It should be in a form which permits his superior and others in the organization to quickly size up the nature, scope, objectives and importance of the job so that they can make judgments and decisions in a host of management areas.

Management job descriptions are probably used more often for job evaluation than for any other purpose. However, the management which stops there and does not put them to work for other ends is using this tool inefficiently. Certain descriptions are adequate for particular kinds of evaluation, but their use ceases with the evaluation. Without disputing here the merits of such evaluations, it takes only a little more time and some additional training and skill to derive a description, more effective for evaluation and with the fringe benefit of a multitude of applications. Such descriptions can vary in style or format, but they must precisely and concisely provide certain information, as follows:

1. Why the job exists. Its general function and primary objective. A list of the important end results (accountabilities) must be achieved for the incumbent to fulfill his function and attain the job's primary objective.
2. The kind of job it is. The general framework and environment in which it operates; its role and place in the organizational scheme---its relationship with, and dependence on,

other functions and jobs; important external relationships; the basic challenges of the job.

The description must bring out the general nature of technical, managerial, and human relations know-how required by an incumbent, and indicate the kind of thinking, whether it be interpolative, adaptive or creative, needed to solve the major problems of the job.

3. The job's freedom to act. The nature and source of controls which limit or extend an incumbent's ability to make final decisions.
4. The job's impact. How the job's primary objective affects major corporate objectives---whether it be remote, contributory, shared or primary.
5. The job's magnitude. The general dollar size of the area(s) most clearly or primarily affected by the job in terms of dynamic dollars (income or expenditures) or static dollars (the value of assets, monies, coverage, etc., held or managed).
6. The job's supporting staff. Briefly, the size, scope, and nature of each major function reporting to an incumbent.

Here is how management job descriptions can be used:

Job Evaluation. The job description is the primary instrument for every formal method of job evaluation. The quality and completeness

of the description has a definite effect on the quality and validity of job evaluations. This is listed first because, not only is job evaluation the basis for most salary administration and incentive compensation programs, but it is the logical partner of the description in many of the latter's other applications.

Organization Analysis. Job descriptions constitute a solid and realistic basis for examining job relationships, exposing overlaps and voids, highlighting the critical aspects and needs of each job, while demonstrating (with job evaluation) the relative importance of different jobs.

Performance Appraisal. The description's list of accountabilitys (end results) quite logically and naturally are converted to short-term objectives by which an incumbent is measured. In turn, performance appraisal becomes the basic tools of accountability management, which includes setting goals, evaluating results, and counseling and developing subordinates.

Selection. Whether it be for hiring or promotion, a proper description provides the interviewing manager, recruiter or psychologist with the essential background of a job against which they can measure an applicant's qualifications and suitability.

Management Development and Continuity. By focusing attention on the know-how and problem-solving elements of a job, management determines the development needs of present and potential job incumbents.

Job descriptions together with a management audit, followed up by management development and a recruiting program, are the prime ingredients of a management continuity program.

All of these uses are interrelated; all get their original impetus from a well-written and complete job description. The job description which includes the basics and excludes the "how" details will not only satisfy management's needs for the above applications, but will prove both flexible and durable. It will not have to be re-written each time an incumbent changes or with each minor shift of organization (Management job descriptions, Copyright article, Edward N. Hay and Associates, 1967).

#### The Specific Process

It can, therefore, be assumed that in the organization of a sound management program, the first step is to develop job descriptions for each position. These job descriptions are the "roadmaps" for the operation of the school system. Good job descriptions tell each incumbent where he is going and how he can get there. An individual who would function in an organization without these guides would find his work situation to be totally frustrating. His efforts would lead him and his organization seemingly nowhere. It is held then that the key to getting the job done is to let the person involved know what he was hired to do through the use of specific and cooperative job objective planning sessions.

The clear and accurate job description is a key part of the total management program. It is the important first component of the system. From the job description, all the other phases of the management program fall into place, leading to: (1) the evaluation of positions, (2) the development of accountability management techniques (including the setting of short-range goals), (3) the evaluation of performance, and (4) the awarding of incentives and salary placement.

The good job description provides the following key information for each position:

1. The accountability objective;
2. The dimensions of the position such as enrollment, buildings and staff members;
3. The nature and scope of the position, which contains a description of the main duties and responsibilities; and
4. The principal accountabilities or the main statements of the overall responsibility of the position---the end results expected. Each position will have between four to eight principal accountabilities with three or four having particular emphasis during a given work year or period.

Figure 1 is a sample position description. This is the format used for all position descriptions in the Niles Community Schools.

## FIGURE 1

## Sample Position Description

## NILES COMMUNITY SCHOOLS

Position Title: Assistant Superintendent - Personnel	Reports to: Superintendent
Incumbent:	Analyst: MTS
Date: April, 1970	Approvals:

---

ACCOUNTABILITY OBJECTIVE:

This position is accountable for providing competent professional manpower, favorable working relationships and secretarial staffing within school policy and procedures through the overall administration of the Community School's personnel function.

DIMENSIONS:

Turnover and Additions: 60-75 professionals  
 Professional Staff: 350  
 Enrollment: 6,700 approximate  
 Operating Budget: 1969-70 \$5MM

NATURE AND SCOPE:

This position reports to the Superintendent as do the nine school principals, the Assistant Superintendent for Business Affairs, and the Assistant Superintendent of Curriculum and Instruction. The latter two positions and the incumbent make up the Superintendent's Central Office and the principals really report to this Central Office while still main-

taining access to the Superintendent. As a general rule when personnel problems or questions arise, the principals deal directly with the incumbent. In cases where policy may be involved or curriculum and business matters are also in question, the other members of the Central Office and Superintendent become involved.

This position is the recruiter and general employment administrator for the professional staff. Although the requirements for teachers vary from year to year, the average new teacher and replacements hired run about 75 annually. The incumbent concentrates recruiting in Michigan, Indiana, plus five other relatively near states. Approximately twenty colleges and universities are called on two or more times a year, usually in the fall and early spring. Screened candidates then are approved by the incumbent and the principal involved when possible. Offers are made by the incumbent who is ultimately responsible for manning the professional staff.

The incumbent is responsible for representing the School Board as its agent during contract negotiations with the Teachers' Association. This involves overseeing the contract during the off years and being alert to grievances and attempting to resolve these problems at the building level through the principal. Actual negotiations occur once every two years or yearly, and the incumbent heads a negotiating team consisting of the Assistant Superintendent for Business Affairs and two to three key

principals. The Teachers' Association is a member of the Michigan Education Association which gives them guidelines for bargaining and pushes some key issues on a State-wide basis during negotiations.

The incumbent meets with Association members on a monthly basis and is responsible for interpreting the contract for the school administration.

A large part of the principal's responsibility is evaluating teacher performance, particularly the probationary teachers. The incumbent administers this program and counsels the principals when questions or problems arise. The incumbent is also responsible for the filing of forms and setting up deadlines for evaluation completion, etc.

Each of the school buildings has a complement of teacher aides, secretaries and stenos, custodial personnel and cafeteria staff where applicable. Although the principals are responsible for managing their buildings, the incumbent has some functional control over the aides and secretarial staff. This includes meeting with representatives of both groups, hiring and general salary administration.

As with all administrative personnel, the incumbent is involved in special projects. Millage campaigns are typical of such activities which includes the whole School Board, the Superintendent and the key administrative staff. The incumbent is also concentrating on projects closely

related to the personnel function, such as the standardization of forms for raises and transfers, and the general scope of personnel procedures and policy.

As a part of the Superintendent's Central Office, the incumbent attends all School Board meetings and work sessions. He is responsible for making presentations in his area of influence and generally keeping the School Board informed of his activities. In addition, he attends many civic functions and maintains close relationships with parent-teacher groups.

PRINCIPAL ACCOUNTABILITIES:

1. Recruits, employs and assists in the selection of professional personnel to provide a fully-manned, competent teaching staff.
2. Ensures the competence of teaching staff through the administration of the evaluation program.
3. Provides effective recommendations and insight concerning the School Board's possible bargaining position through continued monitoring of the contract and general liaison with similar school districts in Michigan.
4. Provides the optimum working relationships within the School Board's guidelines by acting as the Community School's chief bargaining agent.

5. Ensures coherent administration of personnel policies and procedures through the liaison with the administrative staff and all school principals.
6. Contributes to the overall benefit of the Community Schools by carrying out special projects.
7. Effective administration of secretarial and para-professional personnel to provide required clerical and teaching assistance.

The Position Description Interviewing Committee

Under the instruction and direction of the Hay Consultant, the local committee for the development of position descriptions for each administrative position was organized. The committee selected contained representatives from each administrative level: an elementary school principal, a junior high school principal, the Senior High School Principal, and the Assistant Superintendent for Personnel.

The Hay Consultant held work and instruction sessions for this committee of four. The sessions prepared the members in the techniques of interviewing incumbents regarding their jobs.

Figure 2 is an outline of the main points covered by the administrative representatives as they interviewed each administrator in the system regarding his job. From the information derived from these interviews, the Job Description Format, referred to in Figure 1, evolved.

Altogether there were twenty-six administrative positions for which job descriptions were developed. The five Central Office position descriptions (Superintendent, Assistant Superintendent for General Operations, Assistant Superintendent for Instruction, Assistant Superintendent for Personnel, and Assistant Superintendent for Business) were developed by the Hay Consultants after interviewing each Central Office administrator. The remaining twenty-one position descriptions were developed by the local Job Description Committee, with each

member interviewing approximately five incumbents.

#### Maintenance of Position Descriptions

The Hay and Associates Consultants emphasized these suggestions regarding the development and maintenance of accurate administrative position descriptions:

1. Conduct an annual survey of all administrators regarding the need for revisions of any description;
2. Develop and work with the rule that, under normal circumstances, a temporary evaluation for a new or revised position will be permitted to stand for no more than a specified time (three or four months) without substantiation by a description; and
3. Assure that competent ability to prepare position descriptions is continuously available within the Community School.

#### Establishment of Official Descriptions

Before a position description is official or final, the position interviewer reviews the proposed description with the incumbent to discuss and clarify any questionable statements or results of the interview. At this time all impressions of the job are discussed and accountabilities examined and clarified.

Official copies of such administrative job descriptions are kept on file in the Personnel Office. In addition, copies are provided for the

incumbents, the Superintendent of Schools, and the immediate supervisors.

A representative administrative Position Description Committee is kept active locally for the purposes of developing new descriptions for new positions and for re-describing positions that may change in accountability structure from time to time. It is the duty of the Assistant Superintendent for Personnel to see that the Committee functions whenever it may be required.

#### Summary

Position descriptions indicate highlights of duties, job size, and accountabilities. From this information there can be developed position rankings of the organization, objectives and goals, evaluation of performance procedures, and reward and incentive techniques. Position descriptions are the important first step to the entire scope of the Accountability Management program in Niles.

The following is a list of the administrative positions for which descriptions were developed during the management study:

Superintendent of Schools

Assistant Superintendent for General Operations

Assistant Superintendent for Instruction

Assistant Superintendent for Personnel

Assistant Superintendent for Business

Senior High School Principal

Junior High School Principals (2)

Elementary School Principals (6)

Assistant Principal of the Senior High School

Director of Occupational Education

Director of Adult and Community School

Assistant Elementary Principal of Howard School

Coordinator of New and Student Teachers

Coordinator of Library and Audio-Visual Services

Coordinator of Senior High School Student Affairs

Director of Buildings and Grounds

Assistant Junior High School Principals (2)

Supervisor of Transportation

Supervisor of Cafeterias

From each position description for each administrative job in the school system there evolved, then, the main categories of each position accountability, objectives, dimensions, nature and scope, and the principal accountabilities.

## FIGURE 2

## Outline of Suggested Key Points in Interviewing for Position Descriptions

NILES COMMUNITY SCHOOLS  
Niles, Michigan

1. Position Title \_\_\_\_\_ Incumbent \_\_\_\_\_  
(Name)
2. Reporting relationships (by title) - who does incumbent report to:  
who reports directly (line basis) to incumbent?
3. What are activities (functions of reporting personnel? How does  
incumbent work with, assist, direct, become involved with these  
reporting functions)?
4. What are incumbent's major activities (functional areas)? What  
are constraints? Is he assisted by a consultant, expert, etc.?
5. Committees - be careful to note that some committees chaired by  
incumbent may be a vital part of job operation.
6. Budget planning, etc.
7. Check - have all aspects of position been covered?
8. Ask about problems (this can prove to be a real insight into  
position).
  - a. Also ask how the job would get done if the incumbent were to  
suddenly leave the organization.
  - b. Environment - may be thoroughly developed by asking the  
other questions. If not, use it as a check.

9. Dimensions - Pupils )  
Teachers ) Total reporting personnel  
Maintenance, etc.)

## CHAPTER V

### PHASE TWO: POSITION EVALUATIONS - THE RANKING OF ADMINISTRATIVE POSITIONS IN THE ORGANIZATION

#### The Meaning of Position Evaluation

Every effective management system needs organization---a clearcut lineup of the scope of management. Each individual in the management structure has a major accountability objective (purpose) to perform toward the total success of an organization. Within this structure there should be an explicit ranking of positions as these positions relate, and interrelate, to the reporting and performance functions. There should be no doubt in the case of each individual as to the major thrust of his position and the objectives needed to successfully pursue the requirements or purposes of that position. There should also be no doubt on the part of the individual as to the reporting relationship of his position to his superiors. Clearcut lines of authority and supervision must be maintained. Immediate supervisors for each position must be clearly identifiable within the organizational chart. The Niles Chart of Organization developed as a result of this study may be found in Figure 3 at the end of this Chapter.

In organizing a meaningful management structure for the Niles

Community Schools, once position descriptions were developed for each administrative job, the next step was to evaluate the positions (not the people in the positions) and arrange them in a logical and clear ranking, from the top administrative position to the very lowest.

Under the guidance of the Hay Consultants, a local Job Evaluation Committee was established for the purpose of weighing each administrative position in order to establish its place within the organizational structure. The Committee was appointed to evaluate and rank all of these positions, once copies of all job descriptions were available to each Committee member. The Committee consisted of the Assistant Superintendent for General Operations, the Assistant Superintendent for Personnel, the Assistant Superintendent for Business Affairs, and the Principal of the Howard Elementary Building. Each one analyzed positions as he saw them, and then each recommended position evaluation and conclusion was discussed, information compiled, until a final evaluation was reached. All final position evaluations were reviewed by the Superintendent of Schools, who served as an official, adjunct member of all of the management study committees. The Position Evaluation Committee served under the training and guidance of the Hay and Associates Management Consultant assigned to the Niles study.

Table 1 at the end of this Chapter indicates the ranking of administrative positions as determined by the Evaluation Committee for entering the first school year of the management program.

### The Dimensions

Each position carries a "total point" value by adding the points determined under the three main dimensions used by the Hay system for measuring a position. The E. N. Hay and Associates did not grant permission for the release of the methods used for determining the point values of the various positions. The firm feels that this area needs specific face-to-face treatment with professional consultant involvement. E. N. Hay feels that the point system could be greatly misinterpreted and thus misused. The three main dimensions of a job are know-how, problem-solving, and accountability. It is from the combination of weights given to each of these three factors which determines the ranking and value of each position.

The following section defines each of the three major dimensions of the positions. The point value (or weight assigned) is determined by the Evaluation Committee by totaling the factors and points (degrees or levels of value) assigned for each dimension.

The first dimension is Know-How, the sum total of every kind of skill needed for acceptable performance. This sum total which comprises the overall, needed knowledge has three dimensions:

1. Practical procedures, specialized techniques, and scientific disciplines;
2. Know-How of integrating and harmonizing the diversified functions involved in managerial situations occurring in operating, supporting, and administrative fields. This

Know-How may be exercised constantly (about management) as well as executively and involves in some combination the areas of organizing, planning, executing, controlling, and evaluating; and

3. Active, practicing, face-to-face skills in the area of human relationships.

The degrees of Know-How, from lowest to highest capabilities, are described as follows:

- A. Primary: Elementary plus some secondary or equivalent) education; plus work indoctrination;
- B. Elementary Vocational: Uninvolved, standardized work routines and/or use of simple equipment and machines;
- C. Vocational: Procedural or systematic proficiency, which may involve the use of specialized equipment;
- D. Advanced Vocational: Some specialized (generally non-technical) skills, however acquired, giving additional depth to a generally single function;
- E. Basic Technical - Specialized: Sufficiency in a technique requiring a group either of involved positions and precedents, or of scientific theory and principles, or both. (This is generally the professional college-trained entry level of a position for this dimension);

- F. Seasoned Technical - Specialized: Proficiency gained through wide experiences in a specialized or technical field;
- G. Technical - Specialized Mastery: Determinative mastery of techniques, practices and theories gained through wide seasoning and/or special development; and
- H. Professional Mastery: Exceptional competence and unique mastery in scientific or other learned discipline.

The second dimension is Problem-Solving, the original "self-starting" thinking required by a job for analyzing, evaluating, creating, reasoning, arriving at and making conclusions. To the extent that thinking is circumscribed by standards, covered by precedents, or referred to others, Problem-Solving is diminished, and the emphasis correspondingly is on Know-How.

Problem-Solving has two dimensions:

1. The thinking environment in which problems are solved; and
2. The thinking challenge presented by the problem to be solved.

The degrees of Problem-Solving, from lowest to highest levels, are described as follows:

- A. Strict Routine: Simple rules and detailed instructions;

- B. Routine: Established routines and standing instructions;
- C. Semi-Routine: Somewhat diversified procedures and precedents;
- D. Standardized: Substantially diversified procedures and specialized standards;
- E. Clearly Defined: Clearly defined policies and principles;
- F. Broadly Defined: Broad policies and specific objectives;
- G. Generally Defined: General policies and ultimate goals; and
- H. Abstractly Defined: General laws of nature or science, within a framework of cultural standards and organizational philosophy.

And a third dimension is Accountability, the answerability for action and for consequences thereof. It is the measured effect of the job on end results. It has three dimensions in the following order of importance:

1. Freedom to act - the degree of personal and procedural control and guidance as defined below;
2. Job impact on end results; and
3. Magnitude - indicated by the general dollar size of the area(s) most clearly or primarily affected by the job.

The degrees of Accountability, from lowest to highest levels, are described as follows:

- A. Prescribed: Direct and detailed instructions. Close supervision;
- B. Controlled: Instructions and established work routines. Close supervision;
- C. Standardized: Standardized practices, procedures. General work instructions. Supervision of progress and results;
- D. Generally Regulated: Practices and procedures covered by precedents or well-defined policy. Supervisor review;
- E. Directed: Broad practices and procedures covered by functional precedents and policies. Achievement of a circumscribed operational activity. Managerial direction;
- F. Oriented Direction: Functional policies and goals. Divisional management and/or policy direction; and
- G. Top Management Guidance: Inherently subject only to broad policy and top management guidance (Niles Community Schools, A study of administrative compensation. Unpublished manuscript, Edward N. Hay and Associates, 1970, p. 4).

### Summary

The importance of evaluating positions rather than people in positions was one of the first concepts faced by the Evaluation Committee during this phase of the study.

Generally, positions can be examined as to their required Know-How, their demand for Problem-Solving, and their degree of Accountability. These are the dimensions being used in Niles to measure and evaluate management positions for purposes of their rating and ranking in the organizational structure.

This material, of course, is not presented as the only method to follow in the analysis of positions and job rankings. However, any organization planning to form an organized management structure, should include some adaptation of this concept. Further, it is the opinion of the writer that this is a phase of the program in which outside professional management consultant assistance is very necessary.

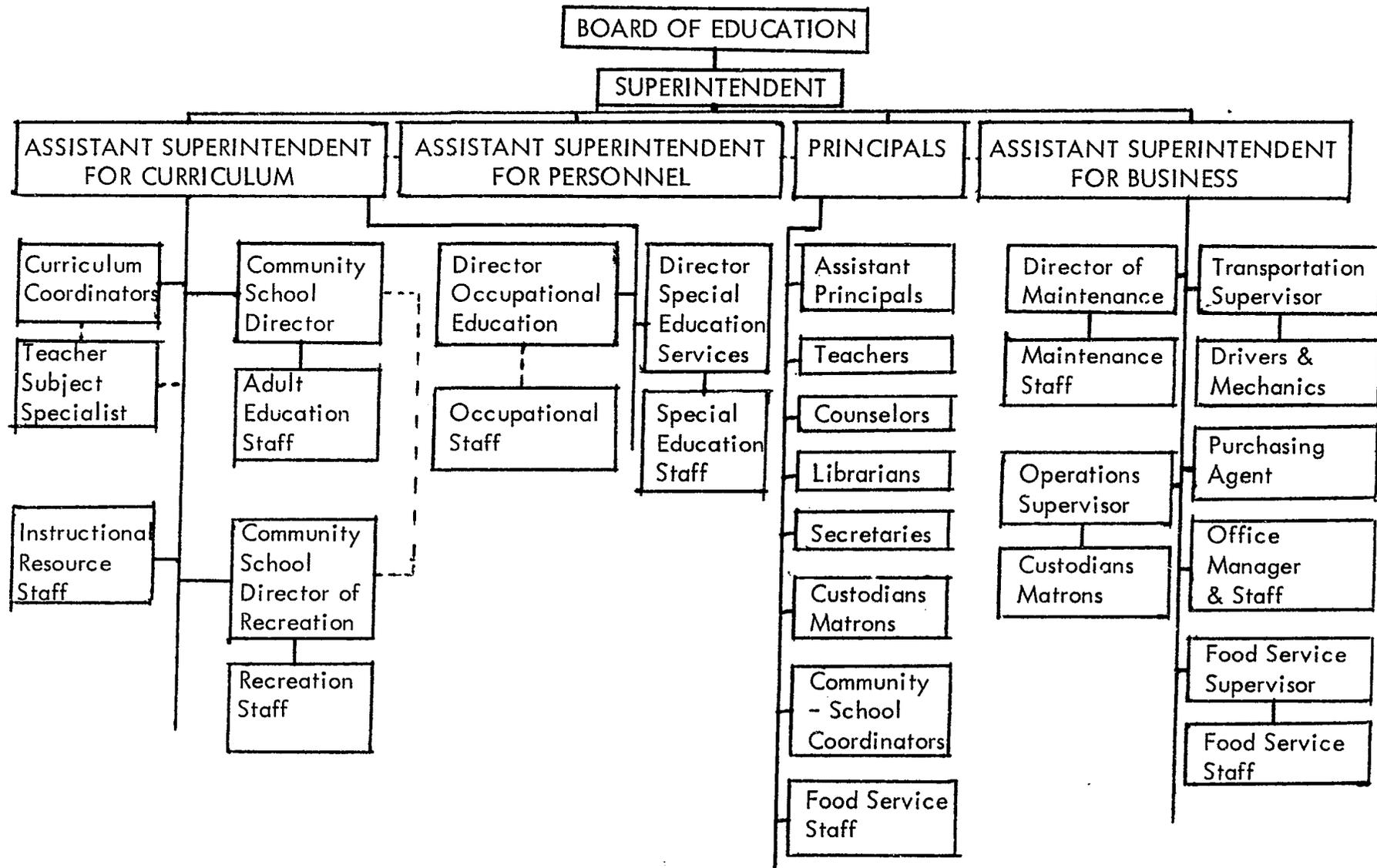
TABLE 1

## SUMMARY OF EVALUATIONS

NILES COMMUNITY SCHOOLS Niles, Michigan May, 1970	KNOW-HOW		PROBLEM SOLVING		ACCOUNT-ABILITY		TOTAL POINTS	Profile(%) KH-PS-AC
	Slot	Points	Slot (%)	Points	Slot	Points	"P"	
Superintendent	G1113	608	G5 (76)	460	G3P	700	1768	34-26-40
Asst. Supt. Curr. & Inst.	G113	528	F4 (57)	264	F3S	304	1096	43-25-32
Sr. High Principal	F113	460	F4 (57)	264	F3P	350	1074	45-25-32
Asst. Supt. Instruction	F113	400	F4 (57)	230	F3C	230	860	46-27-27
Asst. Supt. Business	F113	400	F4 (50)	200	F3S	264	864	46-23-31
Asst. Supt. Personnel	F113	400	F4 (50)	200	F3S	264	864	46-23-31
Jr. High Principal	F113	400	E4 (50)	200	E2P	230	830	48-24-28
Jr. High Principal	F113	400	E4 (50)	200	E2P	230	830	48-24-28
Elem. Principal Howard Schools	F113	400	E4 (50)	200	E2P	230	830	48-24-28
Elem. Principal Northside	F113	350	E4 (50)	175	E2P	200	725	48-24-28
Elem. Principal Oak Manor	F113	350	E4 (50)	175	E2P	200	725	48-24-28
Elem. Principal Westside	F113	350	E4 (50)	175	E2P	200	725	48-24-28
Elem. Principal Eastside	F113	350	E4 (43)	152	E2P	200	702	49-22-29
Elem. Principal Central	F113	350	E4 (43)	152	E2P	200	702	49-22-29
Asst. Principal Senior High	F13	350	E4 (43)	152	E3S	175	677	48-24-28
Dir. Occupational Education	F13	350	E4 (43)	152	E2S	152	654	54-23-23
Dir. Adult & Community Schools	F13	350	E3 (38)	132	E1P	152	634	55-21-24
Asst. Elem. Prin. -Howard	F13	304	E4 (43)	132	D2P	132	566	54-23-23
Elem. Coord. New & Student Teach.	FN3	304	D4 (43)	132	E2C	115	551	55-24-21
Dir. Library-AV Services	F12	304	E3 (38)	115	E2C	115	534	56-22-22
Coord. Student Affairs	EN3	264	E4 (43)	115	D3C	115	494	54-23-23
Supv. Buildings & Grounds	E13	264	D3 (38)	100	D2P	115	479	56-19-25
Asst. Prin. Lardner Jr. High	E13	264	D4 (38)	100	D2S	100	464	56-22-22
Asst. Prin. Ballard Jr. High	E13	264	D4 (38)	100	D2S	100	464	56-22-22
Supv. Transportation	D13	200	D3 (33)	66	C2P	87	353	56-19-25
Supv. Cafeterias	D12	175	D3 (29)	50	C2S	66	291	60-17-23

FIGURE 3

ADMINISTRATIVE ORGANIZATION CHART



## CHAPTER VI

### PHASE THREE: DETAILS AND TECHNIQUES IN THE ACCOUNTABILITY MANAGEMENT APPROACH - THE ESTABLISHMENT OF OBJECTIVES FROM ACCOUNTABILITIES

#### Introduction

In these times one gives much attention to his physical climate. Everyone requires clean air, fresh water, and pure food. However, a comfortable and meaningful physical existence, depends upon more than just air, water, and food.

One also spends a great deal of his time in the organizational climate---the world of work. This aspect of one's being is just as critical as the above-mentioned needs. It adds livelihood, purpose, and quality to life. How one is treated, and how he reacts within the organizational climate, are important to the ego.

Organizations with poor working conditions, inadequate equipment, run-down facilities, and little regard for individual safety or comfort don't usually keep good employees very long. Employees in this setting generally develop negative feelings about their worth and their work.

At the other extreme, however, organizations with good working conditions, up-to-date equipment, well-kept facilities, and a safe

and comfortable atmosphere, are likely to have satisfied employees who possess strong feelings of self-worth and respect for their work. Chances are such employees will spend their work days in a productive and satisfying manner.

Since the organizational climate takes on this degree of importance, there are certain desired components of the work situation that can be described.

During the management study, it was pointed out that there are five necessary components in the organizational climate: (1) the context of operations, (2) the structure, (3) the processes, (4) the practices, and (5) the management style. The writer will not attempt to describe these components in detail, since much of this was done in Chapter I. However, the fifth component, the management style, deserves some emphasis in describing this particular phase of the management program in this Chapter.

Management style has to do with the methods used, and the patterns followed by managers in relating with their employees. If this style is very dominating, the usual employee performance will likely be forced and very dependent upon detailed direction. However, if managers work with their employees in establishing performance goals, if there is cooperation and exchange of ideas, employees will probably work constructively with a minimum of specific supervision. There will also probably be fewer employee mistakes and failures as they go about

their tasks.

The important question to all concerned in the organizational climate is, "What is it like to work there?" (Men and Management, 223 of a series).

It is the opinion of this writer that meaningful job results will not occur unless there are established, clearcut accountabilities for each position in conjunction with specific objectives developed from each accountability. This is the heart of the Accountability Management program. Without this, isolated job descriptions, performance appraisals, and salary systems would be meaningless. Without a procedure for forming objectives from accountabilities, an organization is likely to flounder with its purposes and fail at establishing meaningful efforts which lead to the attainment of organizational goals.

#### Establishment of Objectives

Accountability objectives give impetus to a job. They provide the guidelines and the specific, measurable aspects to a given position. It cannot be overemphasized that the establishment and supervision of accountability objectives provide the key to the degree of success for the entire Accountability Management program.

From the accountabilities listed in the job descriptions, basic accountabilities are determined for each management position. Ideally, according to the Hay Consultants, no more than six to eight major accountabilities are established for each position. Within each account-

ability specific objectives are determined by the supervisor and the subordinate (i. e., superintendent and principal) through working together and discussing to determine mutually satisfactory goals (objectives) which are measurable.

Each manager or administrator having managerial personnel under his direction has to get acquainted with this program. He has to establish a pattern of working with each of his key staff members to determine objectives within goals that could be regularly established, discussed, and measured.

The Superintendent of the Niles Community Schools, committed to the principles of Accountability Management, is the key to the management program. His direct relationship to the Central Office administrators in curriculum, instruction, business and personnel, as well as individual building principals, provides the main impetus to the Accountability Management program. (Note: Figure 3, the Management Organization Chart, at the end of Chapter IV). The Superintendent, in working with each of his key administrators, cooperatively establishes major accountabilities for each position and measurable goals for a given annual work period.

In Appendix A at the end of this study are accountability lists for each key administrative position showing a listing of accountabilities and the objectives determined for these accountabilities for the given school year, as well as how each objective will be measured.

These are the specifics which give each position purpose as well as provide overall managerial direction of the educational program for the school district. In addition, three key progress review dates are indicated for each incumbent. The progress review dates are indicated on the cover sheet of each accountability description.

Sample outlines of accountabilities and objectives for the Superintendent of Schools and the Principal of Howard School can be found at the end of this Chapter (Figures 4 and 5). Also, the outlines of Central Office Administrative Position Accountability Inter-relationships are included at the end of this Chapter (Table 2).

### Summary

Each key administrative position, with its six to eight major accountabilities will emphasize perhaps three or four of the accountabilities to be stressed in a given school year or work period, as mutually planned by the supervisor and the incumbent. The accountabilities to be given emphasis can vary from year-to-year and also from position-to-position. For instance, if teacher staff evaluations have been a particular problem in the Senior High, the impetus of the Senior High Principal's work may center around his Accountability #1 (Establishing desired learning outcomes through appropriate direction and evaluation of professional and non-professional staff---refer to the specific Position and Accountability in Appendix A).

The point is that not all six or eight major accountabilities will be stressed each year for each position. The Hay Consultants recommend that three to four major accountabilities be emphasized each year as mutually determined by the supervisor (Superintendent) and subordinate (Principal, Coordinator, Director, or Central Office Administrator). Further, key specific objectives for those three to four accountabilities would also be mutually determined by the supervisor and the subordinate, as well as the measurements to be used to support those objectives.

The setting of objectives, as mentioned, is the heart of the program. The accountabilities and objectives set the scene for what major projects will be accomplished by each position and how and when they will be measured and reviewed.

#### The Team Approach

Each administrator, as a member of the administrative team, has voice and influence in the determination of his effort in this program of management. He helps determine his accountability objectives, their measurement, and success, through his individual contact and discussion with his superior. Mutually-determined goals, as suggested by the Consultants, have the best chance of success and benefit to the organization.

Not only does each administrator have individual influence with

his superior as to the specific efforts of his position, but he also has input into the management function of the school system as a whole through the team approach.

The Superintendent of Schools is the main coordinator of this facet of the operation. In the Niles Community Schools, the Superintendent has organized the management team into a body designated as the Administrative Council. The Council is composed of all administrative and supervisory personnel. It meets regularly once a month, as well as for specially-called sessions, for the purpose of sharing system-wide management topics and concerns. In addition, specific management affairs are coordinated in special subgroups composed of elementary principals, secondary principals, and Central Office administrators.

When major issues need to be faced and solutions worked out, such as improving communications about school programs to parents and the general public, or proposing a public tax issue for school financing, or introducing a new school curriculum program, the Administrative Council, under the guidance of the Superintendent, will organize into specific administrative project committees to analyze, discuss, and recommend specific procedures to be followed for coordinating various system-wide educational studies and projects.

Administrative Council Study Committees working during the 1970-71 school year were designated in such system-wide adminis-

trative project areas as:

1. School-community relations and public relations;
2. Teacher and staff evaluation procedures and techniques;
3. Curriculum program development; and
4. School facilities needs.

In this way, through the Management by Objectives system, each school administrator has input and output in the determination of his individual performance objectives, as well as those of the entire school system.

In order to manage this kind of organization, it demands the devoted attention, patience, tact, and sensitivity of the Superintendent of Schools. The Niles Community School District is fortunate in having such a superintendent.

## FIGURE 4 (COVER)

NILES COMMUNITY SCHOOLS  
Niles, Michigan

July 21, 1970

To: Principals

From: Richard B. Warren, Superintendent

Topic: Management by Objectives

I am enclosing the revised copy of Accountabilities, Objectives and Measurements. I have in some cases made revisions or changed words but not mutually agreed upon meanings. In one or two cases, some omissions are noted or suggestions indicating you are to add something to make them complete.

If I have in the revision changed anything, the result of which is not acceptable to you, please let me know. One important aspect of this whole approach is that we understand each other and do it in writing.

I have also indicated dates and times when you and I can sit down for an hour or so to review progress on reaching the stated objectives. If something mandates a change in date, I am sure we can find a mutually acceptable one. I have entered these individual dates on my calendar and assume you will do the same.

I am sure neither of us are as sophisticated in this approach to management as we would like to be. After a year of experience we will probably do a better job. It should be an interesting year working with this new concept.

## FIGURE 4

ACCOUNTABILITIES FOR 1970-71  
FOR THE SUPERINTENDENT OF SCHOOLS

## ACCOUNTABILITY I

Effective administration of the School District by applying appropriate management techniques to use of human, financial, and physical resources, including emphasis on significant measurable accomplishments.

**Objective:** Implement the Hay concept of Accountability Management with all administrative and directing personnel.

**Measurements:**

- a. Develop accountabilities, objectives and measurement tools with those directly responsible to the Superintendent.
- b. Review the accountabilities, objectives and measurement tools developed by these administrators for those who are assistants to or responsible to them.
- c. Review at least three times during the year with each administrator how he is progressing toward achieving the objectives.
- d. Evaluate the performance of the above administrators.
- e. By May 15, make a report on and recommendation to the Board of Education on compensation for those involved and supply the evaluation therefor.
- f. Report to the Board of Education on evaluation of the first year of the system.

## ACCOUNTABILITY II - SUPERINTENDENT

Understanding, acceptance, and support of the Niles Community Schools programs by continuing liaison and communication with the total relevant community.

Objective: Develop and operate a public relations program while will bring about understanding and support of the Niles Community Schools. (A copy of Proposed Public Relations Program is included in September Board Briefs.)

## Measurements:

- a. Focus attention of all administrators and many teachers through involvement on the importance of public acceptance of school programs.
- b. Make a survey of parents to determine whether the information program has served its purpose.
- c. Positive feed-back from various sources about the information program that would indicate worthwhileness.

ACCOUNTABILITY III - SUPERINTENDENT

A school staff competent to meet the educational needs of the community through proper selection, motivation and direction of professional administrative personnel.

Objective: Determine the strengths and weaknesses of the administrative staff.

Measurements:

- a. Appraise performance of all administrators and directors.
- b. Maintain records of performance for historical, promotion and compensation purposes.
- c. Develop with individuals needing guidance and support any necessary improvement program.

## ACCOUNTABILITY IV - SUPERINTENDENT

Cooperative and productive professional staff relations through communication with key teaching personnel and other staff members.

Objective: Become better acquainted with teaching staff and an understanding of their concerns.

## Measurements:

- a. Plan and implement a school visitation schedule.
- b. Meet with selected teachers to keep attuned to the teaching staff.
- c. Set up monthly breakfast meetings with building representatives, administrators and Board of Education members.
- d. Initiate a monthly staff letter.
- e. Provide an informal forum in which teachers and Superintendent are free to discuss questions relating to education.

ACCOUNTABILITY V - SUPERINTENDENT

Quality educational programs by providing leadership in development and improvement of curriculum.

Objective: Maintain interest in and knowledge of trends and progress in education.

Measurements:

- a. Managing administrative staff to brief me on innovations in their respective areas of responsibility.
- b. Maintain active participation in education association matters.
- c. Continue active participation in ERCA.
- d. Maintain involvement in legislation on education.
- e. Keep staff informed of results of above.

ACCOUNTABILITY VI - SUPERINTENDENT

Effectively developed and implemented total programs in each school by providing leadership and support to principals.

Objective: Equal educational opportunities for all children of the District.

Measurements:

- a. Through the Hay program, principals will be directly responsible to the Superintendent.
- b. Regularly scheduled interviews with the principals will provide opportunities for ascertaining program and activities of each school.
- c. Regularly scheduled Administrative Council meetings provide opportunities for leadership.
- d. Participation in administrative meetings called by other administrative staff members.
- e. Talking with principals each time their buildings are visited.

## ACCOUNTABILITY VII - SUPERINTENDENT

Adequate funding by supporting and administering specified aspects of millage campaigns and by negotiating effectively for a share of community revenues.

Objective: Acquire sufficient funds to maintain present quality program of education plus improvements as deemed desirable.

## Measurements:

- a. Keep informed on other than local financing.
- b. Evaluate programs in operation to determine justifiability.
- c. Save on current budgeted operations through improved accounting and management.
- d. Determine by December 22 a first estimate of needed local funds.
- e. Produce first draft of any necessary financing program by January 7.
- f. In cooperation with Board and staff, set up campaign program designed to raise needed funds.
- g. By June 15, assure necessary funds for proposed budget for 1971-72.

ACCOUNTABILITY VIII - SUPERINTENDENT

Effective Board guidance and supervision of the schools by systematic communication of recommendations of policies and plans in reports and informal meetings.

Objective: Keep Board of Education informed of school operations, programs and projections.

Measurements:

- a. Continue mailing of Board Briefs with supplementary reports and recommendations.
- b. Minimize the number of "extra" meetings by organizing well the matters to be considered at regularly scheduled meetings.

## FIGURE 5

ACCOUNTABILITIES AND OBJECTIVES FOR 1970-71  
FOR THE PRINCIPAL OF HOWARD-SUMNERVILLE SCHOOLS

## ACCOUNTABILITY I

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Cooperatively re-define and develop with the teaching staff the goals of the teacher and methods to evaluate and improve instruction.

## Measurements:

- a. Prepare a written plan for the evaluation and improvement of instruction.
- b. Determine what your teachers think the job of principal constitutes.
- c. Minimum number of parental complaints about teacher (No more than 2 per teacher?).
- d. Improved teacher morale as indicated by absence of teacher requests for transfer.
- e. Improved student morale as evidenced by decreasing number of student referrals to principal.
- f. Improved attendance compared with last year.

Review dates: 9:00 A.M. on November 4, February 2, April 20.  
We will review all accountabilities at these times.

## ACCOUNTABILITY II - PRINCIPAL, HOWARD-SUMNERVILLE

Understanding and acceptability of the school program within the relevant community. Organize and implement various forms of communication, including contact between parents and building staff members to bring this about.

Objective: Develop effective communications between home and school.

## Measurements:

- a. List volunteers used in various school programs.
- b. Indicate ideas you have tried to increase parent interest in school program. With what results?
- c. Number of parent-teacher conferences as compared to last year. Determine effectiveness through a survey.
- d. Submit copies of monthly newsletters.
- e. Report of news stories and pictures in newspapers.
- f. What activities of a community nature (other than school) do you regularly participate in?
- g. Submit ideas for publicity for your school or the whole Niles system.
- h. Indicate meetings and evaluation of parent advisory groups.

ACCOUNTABILITY III - PRINCIPAL, HOWARD-SUMNERVILLE

Consistently improving instructional program within the buildings by providing leadership for instruction, evaluation, acceptance, and implementation of changes with probable positive value.

Objective: Integrate children with special learning problems into the regular school program through the help of an interdisciplinary committee.

Measurements:

- a. Evaluation of resulting feelings of teacher.
- b. (To be added by committee)

## ACCOUNTABILITY IV - PRINCIPAL, HOWARD-SUMNERVILLE

Consistently improving instructional program within the buildings by providing leadership for introduction, evaluation, acceptance, and implementation of changes with probable positive value.

Objective: Successfully initiate a continuous progress concept program in grades K-3.

## Measurements:

- a. Parent reaction through opinionaire (4/71).
- b. Teacher reaction through opinionaire (4/71).
- c. Reduced discipline referrals.
- d. Attendance compared with last year.
- e. Improved type of parent-teacher conference.
- f. Begin a six year study of cognitive and affective measurements in comparison with previous year's students.

## ACCOUNTABILITY V - PRINCIPAL, HOWARD-SUMNERVILLE

Efficient building operation by using approved systems for obtaining, deploying, scheduling, and allocating staff, funds, supplies, equipment and facilities; maintaining balance of resource availability against student and staff desires, and educational requirements.

Objective: Improve collection of textbook and supply fees.

Measurement:

- a. 90% collection by 6/71.

ACCOUNTABILITY VI - PRINCIPAL, HOWARD-SUMNERVILLE

Appropriate physical activities by directing relevant staff in maintaining clean and safe building and playground areas.

Objective: Develop a better learning atmosphere through appearance, cleanliness and safety of all facilities.

Measurements:

- a. Value judgment recorded on rating sheet of biweekly inspection involving custodians, students and staff.
- b. Evidence of cooperation by all concerned in keeping facilities clean.
- c. 10% decrease in glass breakage.

Freedom to Act permitted is:

H = High because superior is only involved in review or after the fact control.

M = Medium because superior is involved in key decisions.

L = Low because superior is heavily involved in producing results.

TABLE 2

X = Prime accountability for his own job  
 S = Superior of prime incumbent  
 1 = Heavy, initiative-taking contribution  
 2 = Secondary, but important contribution  
 3 = Contribution only under specified circumstances

SUPERINTENDENT  
 ACCOUNTABILITIES

	FREEDOM TO ACT	SCHOOL BOARD	SUPERINTENDENT	PRINCIPALS	BUSINESS MANAGER	DIR. PERSONNEL	ASST. SUPERINTENDENT	DIR. CURRICULUM, INSTR. & SPECIAL PROGRAMS
1. Effective administration of the school district by applying appropriate management techniques to use of human, financial, and physical resources, including emphasis on significant measurable accomplishments.	H	S	X	2	1	1	2	2
2. A school staff competent to meet the educational needs of the community through proper selection, motivation and direction of professional administrative personnel.	H	S	X	3	2	1	2	2
3. Cooperative and productive professional staff relations through communication with key teaching personnel and other staff members.	H	S	X	2	3	2	3	3
4. Quality educational programs by providing leadership in development and improvement of curriculum.	H	S	X	1			1	1
5. Effectively developed and implemented total programs in each school by providing leadership and support to principals.	H	S	X	1	2	2	2	2
6. Adequate funding by supporting and administering specified aspects of millage campaigns and by negotiating effectively for a share of community revenues.	M	X	X	3	1	2	2	1
7. Understanding, acceptance, and support of the Niles Community Schools programs by continuing liaison and communication with the total relevant community.	H	S/1	X	2	2	3	3	3
8. Effective Board guidance and supervision of the schools by systematic communication of recommendations for policies and plans in reports and informal meetings.	H	S	X	3	1	1-1-	1-	1-

Freedom to Act permitted is:

H = High because superior is only involved in review or after the fact control.

M = Medium because superior is involved in key decisions.

L = Low because superior is heavily involved in producing results.

X = Prime accountability for his own job  
 S = Superior of prime incumbent  
 1 = Heavy, initiative-taking contribution  
 2 = Secondary, but important contribution  
 3 = Contribution only under specified circumstances

PRINCIPALS  
 ACCOUNTABILITIES

		FREEDOM TO ACT	SCHOOL BOARD	SUPERINTENDENT	PRINCIPALS	BUSINESS MANAGER	DIR. PERSONNEL	ASST. SUPERINTENDENT	DIR. CURRICULUM, INSTR. & SPECIAL PROGRAMS
1.	Desired learning outcomes (for students) by adequate leadership, direction, and evaluation of professional staff.	M		S	X		1	2	2
2.	Efficient building operation by using approved systems for obtaining, deploying, scheduling and allocating staff, funds, supplies, equipment and facilities; maintaining balance of resource availability against student and staff desires and educational requirements.	M		S	X	1	1	1	1
3.	Consistently improving instructional programs within the building(s) by providing leadership for introduction, evaluation, acceptance, and implementation of changes with probable positive value.	H		S	X			1	1
4.	Understanding and acceptance of the school program within the relevant community by organizing and implementing communication including personal contact between parents and building staff members.	H		S/3	X			3	3
5.	Appropriate physical facilities by directing relevant staff in maintaining and cleaning building and playground areas.	H		S	X	1	3		

Freedom to Act permitted is:

H = High because superior is only involved in review or after the fact control.

M = Medium because superior is involved in key decisions.

L = Low because superior is heavily involved in producing results.

X = Prime accountability for his own job

S = Superior of prime incumbent

1 = Heavy, initiative-taking contribution

2 = Secondary, but important contribution

3 = Contribution only under specified circumstances

BUSINESS MANAGER

ACCOUNTABILITIES

		FREEDOM TO ACT	SCHOOL BOARD	SUPERINTENDENT	PRINCIPALS	BUSINESS MANAGER	DIR. PERSONNEL	ASST. SUPERINTENDENT	DIR. CURRICULUM, INSTR. & SPECIAL PROGRAMS
1.	Maintenance of sources of funds by control of collections, prudent investments and timely thorough reporting to funding agencies.	H		S		X			
2.	Sound financial operations by management and direction of systems for planning and controlling use of funds and of accounting services.	M	2	S	3	X	2	2	2
3.	Protection for investments in buildings, equipment and other properties by proper inventory controls, safety standards, and insurance coverage.	H		S	2	X			
4.	Low price, high utility operating supplies and equipment by direction of purchasing activities.	H		S	2	X		1	3
5.	Clean and useful school facilities by management of maintenance and custodial functions.	M		S	1	X	3		
6.	Approved new facilities and equipment by overseeing construction of buildings and additions.	L	2	S	2	X	3	2	2
7.	Pupil transportation and food service by management of those functions.	H		S	3	X	3		3
8.	Positive community relations by maintaining appropriate community contacts and by controlling use of school facilities for civic purposes.	M		S	3	X			
9.	Effective management of school business functions by applying approved systems of management of allocated staff, funds, and physical resources.	H		S		X	3		

Freedom to Act permitted is:

H = High because superior is only involved in review or after the fact control.

M = Medium because superior is involved in key decisions.

L = Low because superior is heavily involved in producing results.

X = Prime accountability for his own job

S = Superior of prime incumbent

1 = Heavy, initiative-taking contribution

2 = Secondary, but important contribution

3 = Contribution only under specified circumstances

DIRECTOR OF PERSONNEL  
ACCOUNTABILITIES

		FREEDOM TO ACT	SCHOOL BOARD	SUPERINTENDENT	PRINCIPALS	BUSINESS MANAGER	DIR. PERSONNEL	ASST. SUPERINTENDENT	DIR. CURRICULUM, INSTR. & SPECIAL PROGRAMS
1.	Leadership and central coordination for programs to facilitate development and motivation of all personnel.	H		S/1	1	1	X	1	1
2.	Fully manned, competent staff by recruiting, assisting in selection, and employment of all personnel.	M		S	2	2	X	2	3
3.	Contribution to teaching staff competence by administration of the evaluation program and advice to supervisors regarding appropriate action.	H		S	1		X	2	
4.	Labor negotiation effectiveness by insightful recommendations regarding bargaining position based on continued maintaining of contracts and general liaison with relevant labor markets.	H	3	S	3	2	X	3	3
5.	Productive employee relations by liaison with all employee organizations, effective negotiations, and interpretation of contracts.	M	3	S	2	2	X	3	3
6.	Coherent administration of personnel policies and procedures by liaison with administrative staff and principals.	H		S/1	2	2	X	3	3
7.	Continuingly effective manpower management by directing establishment and maintenance of appropriate systems and methods, including advancement of use by all administrators and managers.	H		S	3	3	X	3	3

Freedom to Act permitted is:

H = High because superior is only involved in review or after the fact control.

M = Medium because superior is involved in key decisions.

L = Low because superior is heavily involved in producing results.

X = Prime accountability for his own job

S = Superior of prime incumbent

1 = Heavy, initiative-taking contribution

2 = Secondary, but important contribution

3 = Contribution only under specified circumstances

### ASSISTANT SUPERINTENDENT

### ACCOUNTABILITIES

		FREEDOM TO ACT	SCHOOL BOARD	SUPERINTENDENT	PRINCIPALS	BUSINESS MANAGER	DIR. PERSONNEL	ASST. SUPERINTENDENT	DIR. CURRICULUM, INSTR. & SPECIAL PROGRAMS
1.	Positive actions toward and image of the schools in the community by appropriate use of personal contacts, reputation and competence.	H		S	3	3	3	X	3
2.	Understanding and acceptance of the schools' instructional program by organizing and implementing programs for communication to the community.	H		S	1	3	3	X	2
3.	Leadership and guidance for all instructional programs and pupil personnel services through coordination with principals and professional personnel and direct supervision of designated programs.	M		S	1	3	3	X-	X-
4.	Continually improving instructional abilities and techniques of professional teaching staff through coordination and direction of in-service programs.	H		S	1		1	X	2
5.	Availability of and capacity for effective use of all instructional materials and equipment.	M		S	1	3		X	3
6.	A productive and efficient student teaching program by liaison with relevant colleges and universities and coordination of the programs while in progress.	H		S	2		3	X	
7.	Inputs to the schools regarding possible educational improvement by remaining current on new developments in instructional programs and curriculum innovation and evaluating possible utility.	H		S	3			X	X

Freedom to Act permitted is:

H = High because superior is only involved in review or after the fact control.

M = Medium because superior is involved in key decisions.

L = Low because superior is heavily involved in producing results.

X = Prime accountability for his own job

S = Superior of prime incumbent

1 = Heavy, initiative-taking contribution

2 = Secondary, but important contribution

3 = Contribution only under specified circumstances

DIRECTOR OF CURRICULUM, INSTRUCTION &  
SPECIAL EDUCATION

ACCOUNTABILITIES

		FREEDOM TO ACT	SCHOOL BOARD	SUPERINTENDENT	PRINCIPALS	BUSINESS MANAGER	DIR. PERSONNEL	ASST. SUPERINTENDENT	DIR. CURRICULUM, INSTR. & SPECIAL PROGRAMS
1.	Educational programs which meet Niles Community School goals through overall direction of curriculum development, evaluation and improvements.	M		S/2	1	3	3	1	X
2.	Leadership and guidance for all instructional programs and pupil personnel services through coordination with principals and professional, personnel and direct supervision of designated programs.	M		S	1	3	3	X-	X-
3.	Coherent, timely curriculum change efforts through directive liaison with educational consultants.	H		S	2			1	X
4.	Inputs to the schools regarding possible educational improvements by remaining current on new developments in instructional programs and curriculum innovation and evaluating possible utility.	H		S	3			X	X
5.	Funds and direction for special programs and services which will benefit the schools by search for sources, preparation of applications and proposals, and guidance of resulting (or existing) projects or contracts.	M	3	S/2	3	3	3	3	X

## CHAPTER VII

### PHASE FOUR: PERFORMANCE APPRAISAL AND EVALUATION TECHNIQUES

#### Introduction

After job descriptions for each position have been developed, their ranking order determined, and accountability objectives set up, there then must be established a system to evaluate the quality of each individual's performance. As indicated in the preceding Chapter, accountability objectives must be not only realistic, meaningful, and adapted to the educational philosophy of the school district, but also reasonably capable of evaluation. Each administrator's efforts must be open to appraisal. The total quality of the performance indicates the success of the managerial function of the school district, and sets the stage for individual salary rewards as well as potential consideration for position advancements.

Appraisals of performance have two basic purposes:

1. To provide information for certain administrative actions (such as compensation action, consideration for promotion, performance history); and
2. To provide information to an individual, which serves as a basis for his development.

The mechanics which are appropriate for these two purposes are different. Many organizations have found that systems of performance appraisal that tried to accomplish both purposes with single-edged or compromised tools have limited and confusing effects. It is, therefore, necessary to consider separately those things which are done for essentially administrative purposes and those which are intended to affect individual performance (i. e., those things done for development purposes).

#### Administrative Purposes

For most administrative purposes, appraisals of performance should be brief summaries of overall effectiveness during the past time period. Such ratings should not take into account mitigating circumstances and should not be based on estimates of potential. The issue in question is, "to what degree has this person achieved expected end results during the past period (six months, one year)?" In making these judgments the manager ignores the individual's personal views, tastes, length of service, educational record, and any factors except demonstrated achievement during the particular period of time.

In evaluating performance, objectivity is a critical factor. If the goal-setting element of accountability management has been carried out effectively, objective appraisals are considerably facilitated. A standard for job performance has been established and it is possible to

measure performance against this standard. Without yardsticks of this kind, performance judgments are made only in terms of comparisons to other men in the same job, which give very little information about the value of the general level of results; or, comparisons to some vague and undefined ideal for people's performance, which give very little information at all. An objective system of performance evaluation is one in which any manager in the system, knowing the relevant facts, would give the same rating.

Mitigating circumstances, disasters, or windfalls, if any, as well as comments with respect to the rate of improvement or deterioration, should be made as side comments with respect to the objective ratings. These factors can then be considered in any decisions made as a result of the rating.

#### The Five Level System:

According to Hay and Associates, it has been found that for most administrative purposes a system of performance appraisal which provides five levels is very effective. The following levels and definitions are frequently used:

**DISTINGUISHED:** Performance is obviously far above an acceptable job. "Definitely superior," "obviously a standout," "in the top 3%" are phrases which could be used to describe people whose performance is at this level;

COMMENDABLE: Performance is noticeably better than is required. "Does a fine job," "substantially better than most," "very capable performer," "among the top 15%" are phrases which could be used to describe this level of performance;

COMPETENT: Performance is satisfactory, sufficient or worthy of being accepted. There are a great many phrases which could fit performance at this level. It is performance that meets the basic requirements of the job and would not be an uncommon level for about 70% of the people in most organizations;

ADEQUATE: Performance is noticeably below what is required, but still not unacceptable. Descriptive phrases would be "not so hot," "should improve in most areas," "does not keep up with the pace," or "in the bottom 15%." Many people in this zone are still growing in their jobs; and

MARGINAL: Performance is obviously substandard, below the minimum job requirements. People performing at this level might have performance which is "positively unacceptable," "totally inadequate," "exceptionally poor," "in the bottom 3%." Most people in this zone should be inexperienced newcomers, with rapid improvement expected.

These are judgments of overall performance and do not take

account of reasons for performance at the particular level. It may be that a man is Distinguished in terms of one accountability but ranges from Adequate to Commendable in others. The appraisal has to include all goals and give a single rating to the total effectiveness of the person.

It is quite possible that someone new will perform at the Marginal level for a period of time or that poor health or family problems will reduce an individual's performance from Commendable to Adequate. However, even considering these facts, the judgment should be reported as accurately and objectively as possible.

Obviously, if performance goals (objectives) are set for each accountability, objective performance appraisals are much more likely to be made. Overall performance is based on the combined accomplishment of accountabilities. For example, if an individual meets or exceeds goals for all accountabilities, performance would be Commendable or Distinguished.

#### Developmental Purposes

Performance development begins where appraisal for administrative purposes ends. Here it is necessary to know the level of performance during the past year. But, beyond this, the reasons for lack of accomplishment and, the areas in which opportunities for improvement exist, must be brought into focus. The personal characteristics of

the individual, his health, past record, education and any other relevant factors must be considered in answering the question, "how can the performance level be improved?"

After performance has been appraised (and for maximum effectiveness, after rewards for that performance have been given), the manager and the person reporting to him should discuss the reasons for any limited achievement areas and the goals for the coming year which present potential for improved performance. Experience has shown that distinguishing as clearly as possible between the managerial processes of judging past performance and of coaching with regard to future performance provides the best chance that objective evaluations will be made and that future results will be at a higher level. This is not to say that the developmental process occurs without awareness of past performance, but that a problem-solving approach to improvement should be taken instead of focusing on whether the judgment was correct or not. Specifically, the question should not be, "why is your rating Adequate?" but rather, "how can your rating become Commendable?"

An additional distinction between the two uses for performance appraisal is that the administrative uses generally involve ratings of total performance, glossing over differences between specific objectives. On the other hand, the developmental uses emphasize performance in each area, attempting to find patterns of individual strengths or limitations in know-how, problem-solving, or ability to accept accountability, which

relate to demonstrated achievement (Accountability management workbook, Unpublished manuscript, Edward N. Hay and Associates, 1970, pp. 22-25).

### Techniques of Appraisal

At least three official evaluation progress sessions are held each year for all administrators in the Niles Community School system. These sessions are individual and confidential. The superior (in most cases the Superintendent) and the incumbent discuss their impressions as to the degree of progress being made for each accountability being emphasized during the school year, and how well the specific objectives supporting each accountability are being met. These periodic critiques give each incumbent direction. There is mutual exchange of ideas. At times, as the year progresses, predetermined objectives may turn out to be unrealistic and unattainable due to changes in priority or other major influences. It is sometimes determined, therefore, during these sessions to readjust objectives to suit these conditions and influences. Normally, however, most accountability objectives endure for meaningful measure during a given performance period.

The supervisor's technique during these evaluation progress sessions is to ask each incumbent his own impressions of the quality of his performance for each accountability objective, using the five

level terms Marginal, Adequate, Competent, Commendable, Distinguished. The supervisor then gives his impressions of the quality of the performance, also using the same terms. If there are noticeable differences in the impressions of the quality of performance, further discussion then takes place to justify the impressions. Herein is the major purpose of the evaluation sessions: to verbalize the impressions, and to indicate suggestions for improvement.

Figure 6 at the end of this Chapter is a sample of the Progress Review Form used by the Superintendent to keep a record of the performance quality of each accountability determined in each of the evaluation progress sessions.

Through the summarization of the three evaluation sessions for each accountability, an overall designation is made by the supervisor at the end of the school year as to the general quality of performance, again using the terms Marginal, Adequate, Competent, Commendable, and Distinguished.

It is this overall designation of the quality of performance that leads to the next stage of the management program---salary administration and salary rewards on the basis of performance appraisal.

FIGURE 6

PROGRESS REVIEW FORM

SUPERINTENDENT'S REVIEW FORM OF ACCOUNTABILITIES  
OF ADMINISTRATIVE STAFF

Date \_\_\_\_\_

Name: \_\_\_\_\_

Accountability No. \_\_\_\_\_

Objective:

Check each measurement in terms of code below.  
Importance of Objective - Circle One: Prime - Maintain

Measurement	Evaluation per code below						Comments
	1	2	3	4	5	6	
a							
b							
c							
d							
e							
f							
g							
h							
i							
j							
k							

- |              |                                    |
|--------------|------------------------------------|
| 1. Marginal  | 4. Commendable                     |
| 2. Adequate  | 5. Distinguished                   |
| 3. Competent | 6. Revision of objective desirable |

NOTE: Prime importance objectives carry higher weighting than those for which maintenance of status is acceptable. Please feel free to see me about this evaluation if you have any questions.

## CHAPTER VIII

### PHASE FIVE: THE ESTABLISHMENT AND APPLICATION OF A SALARY ADMINISTRATION PROGRAM

#### Introduction

According to E. N. Hay and Associates, sound compensation administration is an interrelated part of the effective management of human resources. It is a financially sound, logically designed program which gives tangible expression to management philosophy and style, and is responsive to its goals and economic health. The concepts are the same in good times or bad; only the emphasis or techniques will change. A good salary program begins with concise, up-to-date job descriptions so that both man and manager can agree on what results are expected. With these as a base, job evaluation, performance measurement, salary surveys, competitive intelligence and a sound understanding of the organization's financial picture, and the economic environment in which it operates, give the administrator effective tools and techniques to run his program. We would like to examine some of these in more detail.

Salary Increases are Based on Measurable Results. Management must continually ask, "are we getting the most for our dollar in

terms of both total payroll and individual compensation?" Its success in answering this question accurately will depend in great part on whether it has a sound and objective system for measuring its overall performance. A measuring system obviously must be as objective as possible. Each of its criteria of measurement must be identifiable with some management need or goal. It must be square with the facts.

As an integral part of measuring school system organization performance, the organization must also measure individual performance so that each employee knows what he is accountable for, how his performance will be measured, and how it affects the overall performance of the school system. In good times or bad, this measuring system provides an effective way of determining which employees are rewardable, which are promotable, which need to recognize their development needs, and which should be let go.

Individual Salary Treatment Rests with the Immediate Supervisor.  
The superintendent of schools, the assistant superintendent for personnel, and each supervisor all have important interrelated roles in salary administration. The superintendent coordinates the setting up of organizational philosophy and policies, and communicates these to the assistant superintendent for personnel. He, in turn, designs and develops a salary administration program which not only takes advantage of traditional salary administration techniques, but also translates the policies of the school

system into actual working guidelines for the supervisor who has the knowledge and skill to make the actual decisions about individual employee performance.

A supervisor, then, who knows of the financial condition of the school system, decides just how rewards will be given in his department or building. In the area of compensation, he may hold off all salary increases, or limit merit increases to just his top performers, or decrease some salaries, or even let people go. The point is, with proper delegation of authority and a sound compensation program, decisions about people's rewards are made by those who know their performance best---their immediate supervisors, acting within the guidelines developed through the office of the chief administrator of the school district.

The Salary Structure is Competitive at a Cost the Organization Can Afford. Obviously any organization likes to feel that its compensation program is rational, just, competitive, and motivating. But this becomes doubly important when conditions are uncertain. A salary administrator must know the competitive position of his organization's salary structure, and how much to move people within it in relation to this competition, at the same time staying within the framework of the organization's ability to pay. To gain competitive intelligence, he can subscribe to annual surveys which show his salary structure in relation to those of other similar organizations (in this case, school districts),

and supplement these with special local or area surveys. He must be able to tell the chief administrator how competitors are adjusting their policies, and if they are doing this more frequently than usual when times are uncertain. He needs to know whether they are favoring general increases to combat inflationary pressure, and forsaking merit increases, or whether they are adjusting salaries of their superior performers only. He must know whether they are accentuating performance, or trying to make everyone happy. In short, he must know, not only what they are doing, but also what their top management is thinking about.

When it comes to his own institution's ability to pay, the administrator must decide how much money the school system needs to spend to stay competitive, versus how much it can actually afford to spend. In consideration of salary rewards based on performance measurement, he must plan just where to put the available dollars throughout the system. He can assess salary costs several ways. The first is to combine performance measurement with unit compa-ratio which reveals the level of actual salaries as a percentage of midpoint salaries. The same applies to the institution as a whole. If overall performance is truly commendable, it may justify salary costs in excess of policy or midpoint cost. A second approach compares costs year-to-year for salary expense. Major additions or deletions of employees add another dimension.

Once the school administrator has a clear idea of his salary costs, he can plan his budget and measure salary expense in terms of

both organizational units and individual performance against defined criteria. When belt tightening becomes necessary, the administrator can modify the basic components of his program. The organization may give increases to ten instead of 100 employees---or overall increases of 7% rather than 10%. It may hire less people, or lower the rates for beginners. It may let some people go. The point is, the organization is ready for good times, and bad, before they happen. The business and industry practices in this regard are also compatible with educational philosophy and goals.

Each Supervisor and Employee Knows What He Can Expect from the Salary Program. An institution with the best possible salary policies will find its program faltering if it fails in one crucial aspect: communicating that program to its people. Top management communicates its policies to the supervisors. Supervisors in turn translate these policies into working guidelines, which they communicate to their staff members when they measure performance and make individual salary decisions. The top manager, in particular, has the responsibility for insuring that everyone gets the information on such policies.

The following questions will help management assess whether it has the basic components of a sound salary communications program:

1. Is the salary program consistent and easy to explain? Have we devised procedures which assure fair treatment for all staff members?

2. Is the personnel (or salary) administrator in excellent communication with the organization's financial staff members so that he is fully cognizant of educational philosophy and policies that impinge on his job?
3. Does the personnel administrator in turn keep the manager of the organization fully informed about its competitive position in the salary field? Does management understand the message?
4. Do we have a salary administration manual which sets forth clearly the course of action we want each supervisor to take? Has this been communicated in understandable terms to all employees who are affected? and,
5. To further insure full understanding between man and manager, are we using job descriptions as source documents for developing specific end results?

As time progresses, some institutions may find they can be more liberal with increases; others will need to stick with their planned budgets. The trend may be to tighten up on non-represented job increases, while union increases tend to go up dramatically. No one knows the answers now, but the organization with a well-conceived and well-administered compensation program, which is an integral part of management's overall organizational planning, has the means available to

come up with the right solutions when they are needed (Man and Management, 229 of a Series).

Basic Aspects of the Niles Salary Administration Program

In general, a merit raise system, quite common or more accurately a generally employed system in U.S. banking and industry, is designed to motivate individuals to better performance by rewarding those individuals with more generous salary increases who perform at high levels, than those individuals who perform at lower levels. The merit system is usually designed to operate within a wide salary range or grades (50% from top to bottom) in order to provide head room for individuals to receive significant increases while remaining in the same position. As a general rule, merit increases include a cost of living increase within the overall merit increase. In brief, managers and exempt personnel do not expect cost of living considerations as a separate factor of salary administration. Cost of living increases will ordinarily be included in the size of merit increases given at different performance levels.

Highlighted points in the Niles administrative salary plan are:

1. The Niles salary plan is designed around a 50% range or 120% and 80% of midpoint. The intent being to ensure salary increase opportunity within the range.
2. This range is tested in the marketplace against banks,

insurance companies and similar school districts in Michigan. This testing in the "marketplace" insures that the Niles Community Schools' midpoint policy is competitive with other salary policies and practices. The "market" review takes place on an annual basis and is obviously a critical part of any salary plan.

3. Incumbents are granted merit increases based on performance and position in range. For example, an individual low in the range, say 84% with high performance, can expect a slightly larger increase than an individual with the same performance and higher in the range, say 110%.
4. Position in range has no relation to performance. Performance only creates "headroom" or a ceiling in the range. In a school district where position in range might be misinterpreted as an indicator of performance comparisons (% of incumbent's salary in range), and related information such as policy midpoint or established range for position, all should be highly confidential. Ideally, individual administrative salary information should be withheld from outside sources, but in a public institution this is usually impossible. Making information such as midpoint or salary range for each position and incumbent without actual individual salary often raises more questions than it answers and may lead to

revealing individual salaries as well as effectively giving out position in range. Obviously this should be avoided if at all possible.

5. The merit salary plan at Niles is based on management by objectives or accountability management. This obviously strengthens the overall system in that salary increases are based on clearly communicated performance levels. In effect, the merit increases really enforce the overall program.

The Niles administrative salary plan is based on several principles:

1. Position definition and job evaluation to ensure internal equity;
2. Testing the marketplace to ensure external competitiveness;
3. Size of increase based on performance. It should be noted that adjustments for promotions or increase in job size are another factor outside the merit program. However, it is relatively safe to assume that better performers are the individuals to be promoted; and,
4. The merit program including management by objectives is not designed as a cost-cutting program. It was accepted by the Board of Education as a way to employ dollars in the most effective way possible. In brief, reward performance and

thereby create a better school system.

General Aspects of Salary Administration

According to the E. N. Hay and Associates, there are four major questions to be asked about the salary administration program:

1. Should there be variation in individual cases from the policy line? If so, how much?
2. When should increases be given?
3. How much should increases be? and,
4. Who should make such administrative decisions? What controls are necessary?

The Hay recommendations and rationales with regard to those issues in Niles' organization are:

1. Create  $\pm$  20% Around the Midpoint Policy Line or 50% from Top to Bottom. The Hay reasoning is that a range of this sort is highly conducive to directing the individual's attention to better performance by giving larger increases to individuals who perform at higher levels. The recommended range  $\pm$  20% is also common to American industry and banks who also want the ability to pay for better performance within some given guidelines.

The ranges provide guidelines and controls within which Niles should operate. Obviously the Board of

Education must be involved in any increases given for administrative personnel. However, its main attention should be devoted to approving the range in light of competitive pressures and allowing the Superintendent to develop increases for his key subordinates (such as principals and other administrative personnel) based on performance and using the range for control.

2. Continue the Practice of Reviewing All Salaries on an Annual Basis and Making Changes at That Time. It is suggested, if practical, that performance reviews and salary increases be separated by at least 30 days with the performance review preceding the salary change. Also, performance evaluations should ideally be set for late April or early May.
3. Promotional Changes (Job Content Changes of 10%) Should Take Place at Effective Date. It is the nature of school districts to implement promotional changes on an annual basis for the most part. If changes do occur during the school year, some salary recognition should be implemented.
4. In General, a 5% Increase (Based on Current Salary) is the Minimum Practical Increase for Any Position. In inflationary periods where cost of living is moving upwards 5%-6% annually, a salary increase below 5% is probably more damaging than no increase at all. A 5% increase would ordinarily

be given to Marginal performers or most likely Fair performers, as well as individuals moving toward the top of their ranges.

5. Increases of 6%-8% Should be Given to Competent Performers Who have Room to Move in the Range. This is a general guideline that reflects what industry is doing, and is the area where one would expect more of the personnel to perform. Consideration that could compress or expand this recommendation at Competent performance levels are the general state of economic and inflationary growth, the competitive position of the school system, and the relationship to raises for higher level teachers.

In essence, the principals' salaries in the past have been tied to those of the teachers, and the rationale has been to maintain the principals at a higher level than that of the senior teachers in order to maintain equity and also to maintain the potential to promote experienced teachers into managerial positions that have greater compensation opportunity. In effect, whatever the teachers receive as an across-the-board raise could very well be equated to a Competent performance merit raise for a principal.

In developing guidelines for increases in any given year, the Board of Education should review the increases

for levels of performance with the Superintendent well before performance reviews and resulting salary changes take place. Figure 8 at the end of this Chapter is a sample Salary Increase Guide developed in 1966.

6. Increases of 9%-12% Should be Given to Individuals Whose Performance is Noticeably Better than Acceptable. This is the level of performance that normally Competent performers should at least strive for, and is a level that a rewarding management system could encourage and motivate individuals to achieve.
7. Increases of 13%-15% Should be Given Only to the Few Individuals Whose Outstanding Performance is Clear to All. This area is obviously for a highly select individual. In any one given year it is quite possible that no one in the managerial positions or administrative positions in the Niles Community Schools could reach this level. However, when promotions take place, this level of raise might be exceeded just to bring an individual to the minimum for the position. This would be appropriate in instances when job change and policy change cumulatively place present salary grossly out of line with dictates of salary policy.
8. Any Increase Should Be Considered Within the Framework of the Anatomy of a Salary Range (Figure 7). The size of

any increase should be tested within this framework, to make a judgment about whether the description of the individual fits the zone of the salary being considered.

The use of these guidelines and ranges for the increase size will also permit rational judgments to be made with regard to individuals who request increases (e.g., with regard to family situations or alternative employment opportunities).

9. The Salary of Each Individual Should be Administered by the Closest Member of His Supervisory Hierarchy Who Understands the Base Salary Program and the Mechanisms for its Implementation. The closer the person who makes salary decisions is to the individual concerned, the more likely it is that decisions will fit well with the situation. If the system is properly understood by the decision maker, minimum controls are required. Of course, this is only with regard to administration within range, since other processes of position analysis, performance evaluations, and of midpoint policy determination go before. As Niles is currently organized, the Superintendent is responsible for administration within range of the principals and other administrative personnel.
10. The Assistant Superintendent for Personnel Should Serve

as a Central Monitor to Assure That Salary Administrators are Effectively Trained in the System and That the Midpoint Policy is Generally Applied. Within the emphasis on position in range as a reflector of performance, a compilation of a compa-ratio (total actual salaries divided by midpoint policy salaries) should provide a guide to overall salary administration. For example, if the current compa-ratio is only 88% (see Table 3), which means as a total group before increases for the current year 1970-71, a good allowance was available for increases on performance.

11. Distribution of Specific Position Evaluation (Evaluation of a Man's Own Position) Information Should be Limited. Distribution of Information about the Salary Range of an Individual to Him Should be at the Discretion of his Salary Administrator (Superior) But not Particularly Encouraged. Experience has shown that broad dissemination of individual evaluations is not conducive to employee satisfaction or to sound system maintenance. Few people have sufficient perspective to be objective about the relative importance and difficulty of their own jobs, or in some cases their subordinates' jobs. The only purposes served by giving information about ranges are to give assurance of system equity to provide an individual with a clear understanding of his opportunity

(Niles Community Schools, A study of administrative compensation, Unpublished manuscript, Edward N. Hay and Associates, 1970, pp. 10-14).

The following tables illustrate some of the specific principles, practices, and guidelines established in the Niles salary administration program.

Figure 7 (Anatomy of a Salary Range) is the description of performance levels related to positions within salary ranges.

Figure 8 is the Salary Increase Guide used by the supervisor to plot recommended salary increases for incumbents, keyed to the quality of their performance and present positions in the salary ranges.

Table 3 illustrates the specific salary ranges established for the 1970-71 school year.

Table 4 illustrates the ranges established for 1971-72 school year.

#### Keeping Salary Ranges Up-to-Date

Naturally, salary practices have to be kept up-to-date, in logical alignment, and competitive, according to current economic and market conditions.

Each spring the Hay Consultants work with the Assistant Superintendent for Personnel to re-analyze, and adjust if necessary, salary practices. The Consultants annually survey salary practices for like management positions in similar public agencies, such as hospitals,

banks, and industries with resembling operating budgets.

In addition, the Assistant Superintendent for Personnel annually surveys similar size and tax wealth school systems in Michigan to gain information on school salary practices. Appendix B is a sample of the Salary Study Questionnaire, and Appendix C and Appendix D are reports of the Salary Study Questionnaire Results used for this purpose.

All of this information is then combined and sent to E. N. Hay and Associates. The Hay Consultant then analyzes the information and suggests any needed new salary practices. He may also recommend adjustments in individual administrative salary ranges, although not usually. It is also at this time that position evaluations are re-examined by the local Position Evaluation Committee.

#### Summary

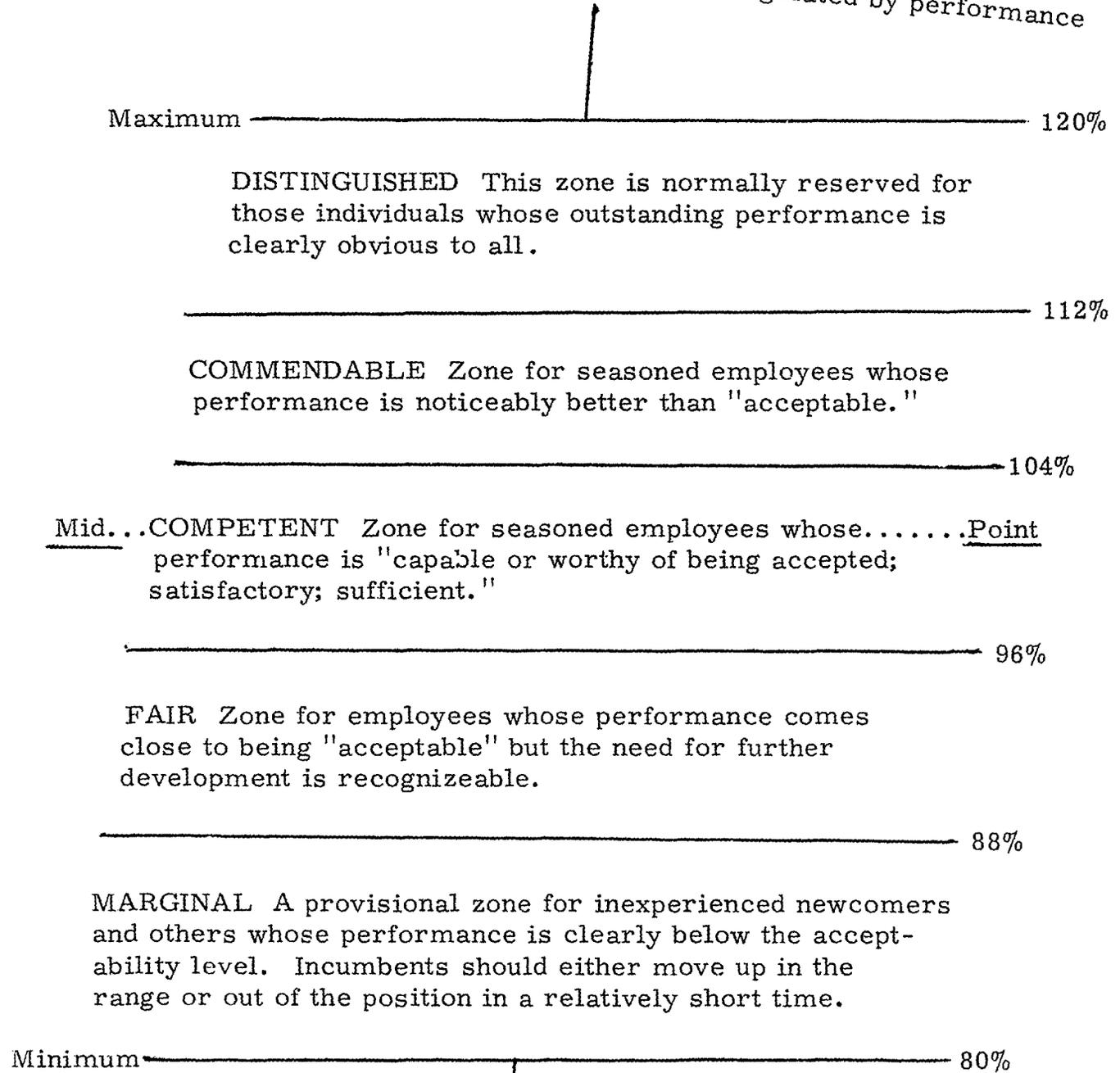
A good salary program provides encouragement and incentive to school administrators. They see the reward possibilities and are encouraged to work toward a performance level which will give meaningful financial rewards. The program must be appropriate to other like institutions and competitive in the overall market.

A good school system develops under capable administrators. Capable administrators are rewarded appropriately under their evaluated levels of performance.

FIGURE 7

ANATOMY OF A SALARY RANGE

The "range" is a skeleton--flow of life is regulated by performance appraisal.



Edward N. Hay & Associates  
Copyright 1967

Evaluated  
Job content

Niles Community Schools  
Niles, Michigan  
July 1970

FIGURE 8

SALARY INCREASE GUIDE

WHEN PERFORMANCE IS:

AND WHEN SALARY (AS A % OF MID-POINT) IS:

	80% to	88% to	96% to	104% to	112% to	120%
	Interval Increase	Interval Increase	Interval Increase	Interval Increase	Interval Increase	Interval Increase
DISTINGUISHED	9-12 Mos. Normally 12 Mos. -12% 14-17%	10-12 Mos. Normally 11 Mos. -13% 13-16%	11-12 Mos. Normally 12 Mos. -15% 13-16%	12 Mos. Normally 12 Mos. -15% 13-16%	12-18 Mos. Normally 12 Mos. -15% 12-16%	Ceiling
COMMENDABLE	10-12 Mos. Normally 12 Mos. -9% 10-13%	11-12 Mos. Normally 12 Mos. -10% 9-12%	12 Mos. Normally 12 Mos. -11% 9-12%	12-18 Mos. Normally 12 Mos. -11% 8-12%	Ceiling	
COMPETENT	11-12 Mos. Normally 12 Mos. -6% 7-9%	12 Mos. Normally 12 Mos. -6% 6-8%	12-18 Mos. Normally 12 Mos. -6% 5-8%	Ceiling		
ADEQUATE	12-18 Mos. Normally 12 Mos. -4% 5%	12-18 Mos. Normally 12 Mos. -4% 5%	Ceiling			
MARGINAL	If ever anything, 5% with extreme caution.	Ceiling				

TABLE 3

NILES COMMUNITY SCHOOLS1970-71 ADMINISTRATIVE SALARY RANGES

Positions	Total Points	80%	Mid-point	120%
Superintendent	1768	\$24,800.	\$31,000.	\$37,200.
Asst. Superintendent-Curriculum & Instruction	1096	17,380.	21,720.	26,060.
Senior High Principal	1074	17,140.	21,420.	25,700.
Business Manager	864	14,820.	18,520.	22,220.
Director of Personnel	864	14,820.	18,520.	22,220.
Director of Instruction	860	14,780.	18,470.	22,160.
Junior High Principal-Lardner	830	14,440.	18,050.	21,660.
Junior High Principal-Ballard	830	14,440.	18,050.	21,660.
Elementary Principal-Howard	830	14,440.	18,050.	21,660.
Elementary Principal-Northside	725	13,280.	16,600.	19,920.
Elementary Principal-Oak Manor	725	13,280.	16,600.	19,920.
Elementary Principal-Westside	725	13,280.	16,600.	19,920.
Elementary Principal-Eastside	702	13,030.	16,290.	19,550.
Elementary Principal-Central	702	13,030.	16,290.	19,550.
Asst. Senior High Principal	677	12,750.	15,940.	19,130.
Director Occupational Education	654	12,500.	15,630.	18,760.
Director Adult & Community Schools	634	12,280.	15,350.	18,420.
Asst. Elementary Principal-Howard	566	11,530.	14,410.	17,290.
Elementary Coordinator New & Student Teachers	551	11,360.	14,200.	17,040.
Director Library/AV Services	534	11,180.	13,970.	16,760.
Coordinator Student Affairs	494	10,740.	13,420.	16,100.
Supervisor Buildings & Grounds	479	10,570.	13,210.	15,850.
Asst. Principal Lardner Junior High	464	10,400.	13,000.	15,600.
Asst. Principal Ballard Junior High	464	10,400.	13,000.	15,600.
Supervisor of Transportation	353	9,180.	11,470.	13,760.
Supervisor of Cafeterias	291	8,500.	10,620.	12,740.

TABLE 4

NILES COMMUNITY SCHOOLS1971-72 ADMINISTRATIVE SALARY RANGES

Positions	Total Points	Profile	80%	Mid-point	120%
Superintendent	1768	34-26-40	25,540.	31,930.	38,320.
Senior High Principal	1074	45-25-32	17,712.	22,140.	26,570.
Asst. Superintendent-Instruction	988	46-27-27	16,740.	20,930.	25,120.
Asst. Superintendent-Personnel	954	48-24-28	16,360.	20,450.	24,540.
Asst. Superintendent-Business	934	43-25-32	16,140.	20,170.	24,200.
Junior High Principal-Lardner	830	48-24-28	14,960.	18,700.	22,440.
Junior High Principal-Ballard	830	48-24-28	14,960.	18,700.	22,440.
Elementary Principal-Howard	830	48-24-28	14,960.	18,700.	22,440.
Elementary Principal-Central-Eastside	830	48-24-28	14,960.	18,700.	22,440.
Elementary Principal-Northside-Fairland	725	48-24-28	13,780.	17,220.	20,660.
Elementary Principal-Oak Manor-Southside	725	48-24-28	13,780.	17,220.	20,660.
Elementary Principal-Westside-Cedar Lane	725	48-24-28	13,780.	17,220.	20,660.
Asst. Senior High Principal	677	48-24-28	13,240.	16,550.	19,860.
Director Occupational Education	654	54-23-23	12,980.	16,220.	19,460.
Director Special Education	654	54-23-23	12,980.	16,220.	19,460.
Director Community Schools	634	55-21-24	12,750.	15,940.	19,130.
Coordinator Student Affairs	494	54-23-23	11,180.	13,970.	16,760.
Director of Maintenance	479	55-21-24	11,000.	13,750.	16,500.
Asst. Junior High Principal-Lardner	464	56-22-22	10,830.	13,540.	16,250.
Asst. Junior High Principal-Ballard	464	56-22-22	10,830.	13,540.	16,250.
Purchasing Agent	417	55-21-24	10,300.	12,880.	15,460.
Supervisor of Transportation	353	56-19-25	9,580.	11,980.	14,380.
Supervisor Custodial Operation	342	62-18-20	9,460.	11,820.	14,180.
Supervisor of Cafeterias	291	60-17-23	8,880.	11,100.	13,320.

## CHAPTER IX

### AN ANALYSIS OF ADMINISTRATIVE REACTIONS TO THE ACCOUNTABILITY MANAGEMENT SYSTEM

#### Introduction

In the previous Chapters a great deal of information and material have been presented regarding the history of school management styles, the concept of accountability management, how the concept attracted the attention of the Niles Community Schools, and how it was studied and installed as a management program in the school system in terms of its various specific phases.

Even though it has been the direction of this study to describe this management concept and all of the related details, the study is not yet complete. The next, and perhaps most important, aspect is to examine and analyze the understandings, opinions, and recommendations of the individual administrators who have functioned under the new management program. It is through their insights and reactions that the worth of this program can be assessed, and recommended improvements made.

There were twenty-six administrative or supervisory positions in the Niles school system during the first year of operation of the Management by Objectives program. These twenty-six positions had been described, evaluated, and ranked in the overall management organization.

Two criteria were used to select the administrative group to be surveyed for its understandings, opinions, and recommendations regarding the management program. The first criterion was that each administrator be a regular member of the Administrative Council of the Niles Community Schools. There were twenty-three such members (the Supervisor of Buildings and Grounds, the Supervisor of Transportation, and the Supervisor of Cafeterias, all of whom are non-degree personnel, were not included). And the second criterion was that each administrator surveyed must have served both prior to and during the new management program so that comparisons of both management styles might be made. After these two criteria were met, there remained a group of eighteen local school system administrators to be surveyed.

Along with surveying the local group of eighteen administrators through the use of the "Questionnaire - Management By Objectives in The Niles Community Schools" (Appendix D), a survey was also conducted of a group of Berrien County area (Michigan) school administrators not involved in any organized management by objectives program. The area administrators were only asked to complete "Section I - Introduction" of the Questionnaire which assesses the understandings of the concepts of accountability and management by objectives. Their basic understandings of accountabilities and objectives are compared to those of the local administrative group (Table 5).

The eighteen responses from the local administrative group

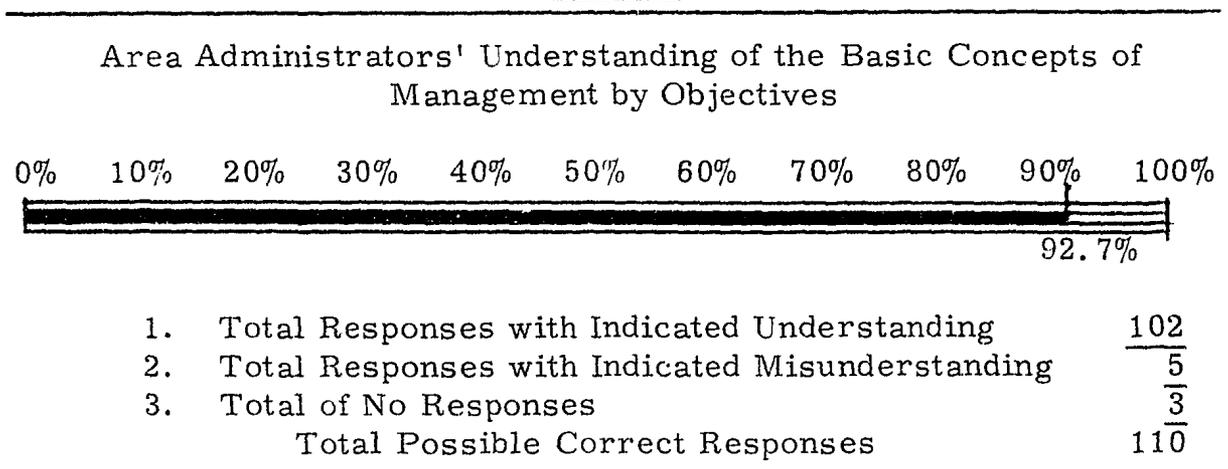
represents a 100% return. The eleven responses from area administrators who answered Section I of the Questionnaire, represented a 44% return (twenty-five were sent out). All respondents kept themselves anonymous. They were not asked to identify themselves on the completed Questionnaires. It was hoped that, in this way, the responses would be more forthright and accurate.

Analysis of the Results of the Questionnaire Study  
(A Complete Copy of the Questionnaire Can be Found in Appendix D  
with the Total Responses Recorded for Each Item)

Section I - Introduction. The ten items included in this section were designed to gain impressions about how well administrators understood the basic general concepts of accountability management, accountabilities, and objectives.

An illustration of the results is shown in Table 5 of the responses of area administrators.

Table 5



The results of the responses of local administrators are shown

in Table 6.

Table 6

Local Administrators' Understanding of the Basic Concepts of Management by Objectives											
0%	10%	20%	30%	40%	50%	60%	70%	80%	90%	100%	
										96.6%	
1.	Total Responses with Indicated Understanding										174
2.	Total Responses with Indicated Misunderstandings										2
3.	Total of No Responses										4
Total Possible Correct Responses										180	

The analysis of the scores and scoring patterns would suggest that it is very unlikely that a significant difference would exist between the scores of the two groups on the ten item section of the Questionnaire. It is possible that a more extensive questionnaire, or other form of assessment, might indicate a significant difference of the basic levels of understanding of accountability management between the two groups. However, analysis does indicate some slight differences between the two groups of administrators. Because of this comparison, one might assume, however, that there is a growing general understanding of the concepts of accountability and performance objectives on the part of educators. Recent publicity, workshops, conferences, and university course offerings have, with increasing intensity, exposed a great many school administrators to these concepts. Educators may generally, therefore, have an understanding of the terms without having knowledge of how an actual accountability management program might function in detail

on a day-to-day basis. The following sections of the Questionnaire (Sections II to VI) will analyze only the responses of the eighteen local administrators who served in such positions before and after the installation of the Accountability Management Program. These sections were designed to assess their awareness and opinions of the new program.

Section II - Job Descriptions. The E. N. Hay and Associates pointed out during the consulting period of the management study that job descriptions should basically outline why a job exists rather than tell what a person is supposed to do in specific detail. All eighteen local administrators helped develop and review the formation of their own job descriptions in the first phase of the management study. How did they feel about the importance of job descriptions? Table 7 illustrates the response.

Table 7

Importance of Job Descriptions										
0%	10%	20%	30%	40%	50%	60%	70%	80%	90%	100%
94.4%										
1. Total Responses with Importance Indicated										85
2. Total Responses with No Importance Indicated										5
3. Total of No Responses										0
Total Possible Responses										90

According to Table 7, well over 90% of the responses in this section indicated that job descriptions are important, helpful, and definitely needed. In assessing this section job descriptions were found:

1. To present the general scope and nature of the positions

including a list of accountabilities;

2. To need periodic up-dating;
3. To have been helpful in directing the performance of the local administrators; and
4. To be recommended for all employees.

Section III - Accountability Management Approaches (Procedure).

In this section opinions were solicited regarding the administrators' reactions to the quality of their involvement in the Accountability Management approaches (procedures) used:

1. To determine the accountabilities to be given importance to their jobs during the work year;
2. To form the objectives from the basic accountabilities for their jobs;
3. To measure how well the objectives are met;
4. To encourage the expression of the opinions of the administrators as to their assessments of the quality of their performance; and
5. To determine the value of the accountability planning and review sessions with their immediate supervisors.

The general results are shown in Table 8.

In general, the responses indicate Positive and Above reactions to the procedures used, and the involvement of administrators in the planning and review stages of the management program. The percentages

Table 8

Administrative Opinions of General Accountability Management Approaches (Procedures)

	Process Used to Determine Important Accountabilities	Process Used to Determine Objectives from Accountabilities	Measurements Used to Evaluate Performance	Use of Incumbents' Opinions in Evaluation of Performance	Value of the Planning and Review Sessions	Average General Opinion of this Section
Very Positive		55.5%	38.9%	50.8%	94.4%	47.9%
Positive	72.2%	45.5%	61.1%	38.9%		43.3%
Not Very Positive	16.7%			5.5%		4.4%
Negative	11.1%					2.2%
No Response	5.5%			5.5%	5.5%	3.3%

listed in Table 8 can be related to the five approaches highlighted at the beginning of this section on page 162.

Section IV - Performance Appraisal. How did local administrators feel about the specific measurements employed, the use of their opinions of their performance, the importance of performance appraisal in the overall management program, the number of performance review dates used, and the degree of accuracy of the evaluation of performance?

The first item in this section (21) asked administrators to react to the measurement statements formed for the objectives (goals). One to four of the four possible responses could have been selected by the administrators:

1. 44.4% (8) of the administrators indicated that the measurements for their objectives had to be re-adjusted during the year;
2. 55.5% (10) reacted that the measurements were fair and just;
3. 16.7% (3) responded that the measurements employed didn't prove to be accurate; and
4. 38.9% (7) indicated that the measurements were difficult to evaluate.

The other items in this section used to assess the opinions of the Performance Appraisal Phase are highlighted in Table 9.

In summarizing this section, the Performance Appraisal Phase

Table 9

Administrators' Opinions Of the Performance Appraisal Phase					
	Use of the Incumbent's Opinion of Performance	Importance of Performance Appraisal in Accountability Management	Appropriateness of the Number of Performance Review Dates	Accuracy of the Evaluation of Performance	Average General Opinion of the Performance Appraisal Phase
Very Positive	77.8%	50.0%	61.1%	83.4%	68.1%
Positive	22.2%	50.0%	16.7%		22.2%
Not Very Positive			16.7%	11.1%	6.9%
Negative					
No Response			5.5%	5.5%	2.2%

received Positive and Above reactions to its various parts from the majority of the administrators. In averaging the overall general reaction to the value of performance appraisal and administrator involvement in it, a percentage of 90.3% reacted with a Positive or Above response.

Section V - Salary Administration. After going through the phases of the development of job descriptions, the establishment of accountability objectives, the appraisal of performance, perhaps many administrators will hold that we have finally arrived at the heart of the matter---the Salary Administration Phase. Whether or not all would place such a degree of importance on this phase is speculative. However, it can perhaps be agreed that the assignment of salaries to individuals can create some anxious moments for all concerned, and can severely test the quality of the seams which hold management team morale together. The subject of salary can be a highly emotional topic.

In reaching this phase it is extremely important that all of the procedures followed, and principles formed in the previous phases of describing jobs, forming objectives, and evaluating performances, will have been consistently adhered to. The individual administrator will tend to grade the entire management program in all of its phases on the basis of the determination of his individual salary.

What was the reaction to the Salary Administration Phase after reaching the end of the first year of new management program?

Table 10 presents a resume of the opinions (incidentally, this Questionnaire was completed by the eighteen administrators after their new salaries were recommended and made known to them, so reactions to the Questionnaire items were certainly influenced by the application of the new salary administration plan).

In citing a few highlights regarding the degree of opinions, it can be seen that there is a very positive reaction on the part of administrators as to the appropriateness of the salary ranges established for positions (50% responded "Very Positive"). In contrast, however, the reaction to their individual salaries within the ranges was not as positive (27.8%). In comparing the salary ranges with other school systems, as well as the individual salary treatment of the administrators during their work in Niles, the same "Very Positive" response (27.8%) held. Also, it is noted that not very many administrators indicated salary as the prime motivating force in their attempts to meet objectives (16.7%). In general, Table 10 shows that a large majority (85.6%) of the administrators reacted Positive or Above to the overall general opinion of the Salary Administration Phase.

Section VI - Summary. The following analysis of basic items regarding the new management program is summarized to assess the overall regard for the program, and to pinpoint general areas for further attention. Questionnaire Item Numbers 31-34 were designed to gain a view of administrative reactions to the overall management program.

Table 10

Administrators' Opinions of the Salary Administration Phase

	Opinion of Salary Range Established for Position	Opinion of Present Salary as Related to Experience and Performance	Opinion of Salary Ranges as Compared to Those in Other School Systems	Opinion of Salary Treatment During Work in Niles	Opinion of Salary as a Motivator for Reaching Objectives	Average General Opinion of Salary Administration Phase
Very Positive	50.0%	27.8%	27.8%	27.8%	16.7%	30.0%
Positive	38.9%	50.0%	66.7%	61.1%	61.1%	55.6%
Not Very Positive	5.5%	16.7%	5.5%	11.1%	16.7%	11.1%
Negative					5.5%	1.1%
No Response	5.5%	5.5%				2.2%

31. The new management program has helped me better direct my efforts toward the performance of my job.
- |     |                   |
|-----|-------------------|
| Yes | <u>83.3% (15)</u> |
| No  | <u>16.7% ( 3)</u> |
32. Accountability Management should be introduced to teachers also.
- |             |                   |
|-------------|-------------------|
| Yes         | <u>77.8% (14)</u> |
| No          | <u>16.7% ( 3)</u> |
| No Response | <u>5.5% ( 1)</u>  |
33. I am sufficiently knowledgeable about the program.
- |     |                   |
|-----|-------------------|
| Yes | <u>44.4% ( 8)</u> |
| No  | <u>55.6% (10)</u> |
34. Compared to our previous system of school management, the Management By Objectives program is (check one):
- |                     |                   |
|---------------------|-------------------|
| Much Superior       | <u>16.7% ( 3)</u> |
| Better than Before  | <u>72.2% (13)</u> |
| Not very Meaningful | _____             |
| Totally Unrealistic | _____             |
| No Response         | <u>11.1% ( 2)</u> |

It appears from the responses that while there is generally good regard for the new management program, there is also a rather glaring need to better acquaint the administrative staff with more information and details about the program (55.6% indicated not having

sufficient knowledge of the program). This possibly suggests the need to conduct more workshops and in-service sessions, and to regularly survey the administrative staff for its questions and concerns.

Item Number 35 attempted to find out if there is present a clear-cut pattern of value factors which influence the performance of administrative staff members. Administrators were asked to rank seven value factors relative to their performance of duties, from most important to least important in a descending scale. The value factors specified for ranking were: (1) salary, (2) service to children, (3) personal satisfaction, (4) service to education, (5) personal and professional development, (6) being an effective management team member, and (7) satisfying the boss. The purpose here was to attempt to gain an insight into how the various value factors seem to be generally rated. Table 11 summarizes the ranking of these factors.

Table 11 illustrates the average placed value of each factor as well as the number selecting various degrees of importance for each factor.

Although the average placed values do not appear to be highly significant (ranging from a high of 4.4 to a low of 3.5), salary (4.4) leads the other factors overall. It is also curious to note that the satisfying the boss factor (3.5) is the lowest overall.

However, there are some rather interesting extremes of choices. More (5) selected satisfying the boss as the most important. On the

Table 11

Summary of the Importance of Administrative Value Factors as They are Rated  
In Their Order of Importance for the Management Program

	Salary	Service to Children	Personal Satisfaction	Service to Education	Personal and Professional Development	Being Effective Management Team Member	Satisfying the Boss
Average Placed Value	4.4	4.3	3.9	4.2	4.0	3.6	3.5
7	2	3	0	5	2	1	5
6	4	4	2	1	2	3	2
5	0	1	5	3	5	3	0
4	7	4	2	2	1	1	1
3	4	1	6	1	3	2	1
2	0	3	2	3	3	7	0
1	1	2	0	3	2	1	9

Most Important



Least Important

other hand, more (9) also selected satisfying the boss as the least important. Also ranking low is being an effective team member (3.6 average placed value, with seven administrators placing it near the least important, in position number two). The categories of service to education and personal and professional development caught nine administrators' responses, all in the 7-5 range, which indicates the one-half of the administrative staff places important value on those factors.

Suggestions by Administrators with Interpretative Comments  
(Questionnaire Item Number 6)

1. "Written evaluations should be required with copies furnished. At least four review periods should be required."

Comment: This suggestion makes two recommendations.

In the case of the formal teacher and secretarial staff evaluations, there are three copies of the written performance evaluations---one for the employee, one for the personnel file, and one copy retained by the supervisor. At this point, administrative evaluations have not been written up in this way, and the suggestion recommends that this be done.

The other part of the suggestion recommends that four performance review (evaluation) sessions with the supervisor be held each year as opposed to the present three sessions. This administrator apparently feels

that there are enough performance aspects assigned to his objectives so as to require more regular and thorough attention between the supervisor and himself.

2. "I was too ambitious in the accountabilities to be worked on this year; some were not adaptable to measurement; they will be easier to work with after more experience."

Comment: This administrator confused the term "accountability" with "objectives." What he apparently meant was that during his performance planning he recommended the establishment of more objectives than he could possibly meet. In addition, he said care should be exercised to plan for and formulate measurable objectives. (For example, one such objective difficult to measure might be "to become better known in the community at large.") However, this administrator apparently feels that with more experience with this type of management program, such estimates and assessments of objectives will be done more effectively.

3. "Salary administration, or application of the salary system as related to experience and quality of performance, needs to have more consistent policies of administering."

Comment: This suggestion reflects the fact that during the first year of the new management program, the assign-

ment of salaries to individuals within the salary ranges for their jobs, may have been inconsistent. It is the opinion of the writer, and supported by the Hay Consultants, that such inequities of salary assignment may require a period of two to four years to make appropriate to the new salary administration program. When positions are re-evaluated and new salary ranges formulated, certain individual salaries may be found to be too high or too low for the positions. When these inequities are gradually eliminated, the salary administration program will reflect reward factors based on experience and quality of performance, with most of the emphasis on the latter.

4. "I, as an individual, feel that I need to be more knowledgeable in the art of management; it is extremely difficult for me to measure the goals I set up; since I was a neophyte, I felt a constant strain in meeting the goals to my satisfaction; to sum this up, I would desire more time to be spent in management workshops."

Comment: This is perhaps a typical reaction by most of us "neophytes" in the program. This common concern apparently centers around how many objectives (goals) should be reasonable to work toward in a given work

period, and how these objectives can be measured in a fair and equitable manner.

To help answer these concerns, management workshops have begun to be a continuing part of this program, with local summer and fall seminars involving the entire administrative staff. In addition, representative members from all levels of the administrative staff are scheduled to attend professional and supplementary management workshops through the use of nearby university extension services. Such representatives will be attending a management by objectives seminar and a performance evaluation workshop during the current year.

5. "I feel there are too many accountabilities to work on effectively; evaluation from accountabilities only does not cover one's overall performance."

Comment: Here again, each administrator is attempting to get a better feeling for the number of major responsibilities assigned to his job. It is also noted that there are other demands and requirements in any administrative position which may not be covered by any of the "official" accountabilities. These can arise spontaneously or regularly. In any case, however, each administrator is encouraged to reveal these extra

demands as constraints, or as items requiring official assignment in a future accountability statement. This can be discussed with the supervisor during the performance planning or review sessions.

6. "It is felt job descriptions and accountabilities should be separate; and job descriptions should be flexible."

Comment This comment stresses the need to clarify for the administrative staff the nature and purpose of job descriptions. Job descriptions should basically contain statements of why the job exists and not what it intends the incumbent to do in detail. Thus, each job description is highlighted with a broad statement of its accountability objective, plus six to eight detailed major accountabilities (statements of responsibilities). As illustrated in the Sample Position Description in Figure 1, Chapter IV, the position description is broadly defined, which encourages flexibility and individual performance style.

In addition, all administrative position descriptions are considered flexible to the extent that they are all to be reviewed and up-dated every two years. This process of up-dating involves the plans and the suggestions of the incumbents as well as those of their

supervisors.

7. "The system is fine, but its success or failure depends on how it is used. The system is only as good as the communications within the 'team.' The principals' group must be better informed about matters affecting it. . . . On salary, the cost of living should be automatic and the merit aspect of the salary reward above and beyond that factor. Written evaluations should be done on all personnel, and they should be reviewed by both parties."

Comment: It is true that communications, and techniques to constantly assess and improve communications, are extremely vital to this program. The needs for honesty and freedom of expression are being stressed. There are now several specific team meetings during each month; The Administrative Council, involving all administrators (meets once a month, or more if needed), Central Office administrators (meet once a week formally, and usually several more times informally), the entire staff of principals (meets once a month and as needed), elementary principals (once a month and as needed), and the secondary principals (once a week and as needed). In addition, an Administrative Staff Newsletter is sent each week to each member of the Admin-

istrative Council. It is the opinion of the writer that there are now numerous methods being used to maintain and improve communications. However, the most prominent need for administrators to learn now, as they function with the new management program, is to become more honest and forthright as they relate and plan in the various groups cited above.

In regard to the salary practice suggestion of separating the cost of living factor from the merit factor, the recommendation of the Hay Management Consultants was to designate any recommended individual salary increase with a total percentage, which incorporates both factors. All administrators were informed of this policy during the first workshop session of the school year when the management program was initiated and the instructional workshop about the program was held.

The suggestion for written performance evaluations was covered in the comments made about suggestion #1.

8. "Since it is apparent that present efforts are being made to revise, up-date, and improve our Accountability Management system, I feel fairly confident that it will improve."

Comment: No comment needed.

9. "There are some gaps---experience and training should receive more consideration. Gradually this program should be extended to include all employees."

Comment: The suggestion probably refers to "gaps" in the consideration of training and experience as key factors to be used in the designation of the individual salary. However, the basic tenet of the salary administration program is that salary awards are made primarily on the basis of the evaluated quality of performance. It is assumed if a person is selected as an administrator that he has the necessary and desirable training and appropriate experience for the position. From there on salary is tied to the quality of performance.

#### Summary

In regard to the suggestion that this program of accountability should include all employees, it can be stated that there is a trend at the present time to relate education in general to the concept of accountability. "Performance contracting" with outside firms to accomplish specific educational goals, such as reaching guaranteed achievement levels for pupils in reading, mathematics, and other subject areas, can be looked upon as a form of assumed accountability. The regular Michigan State-wide assessment of pupil achievement in basic subject

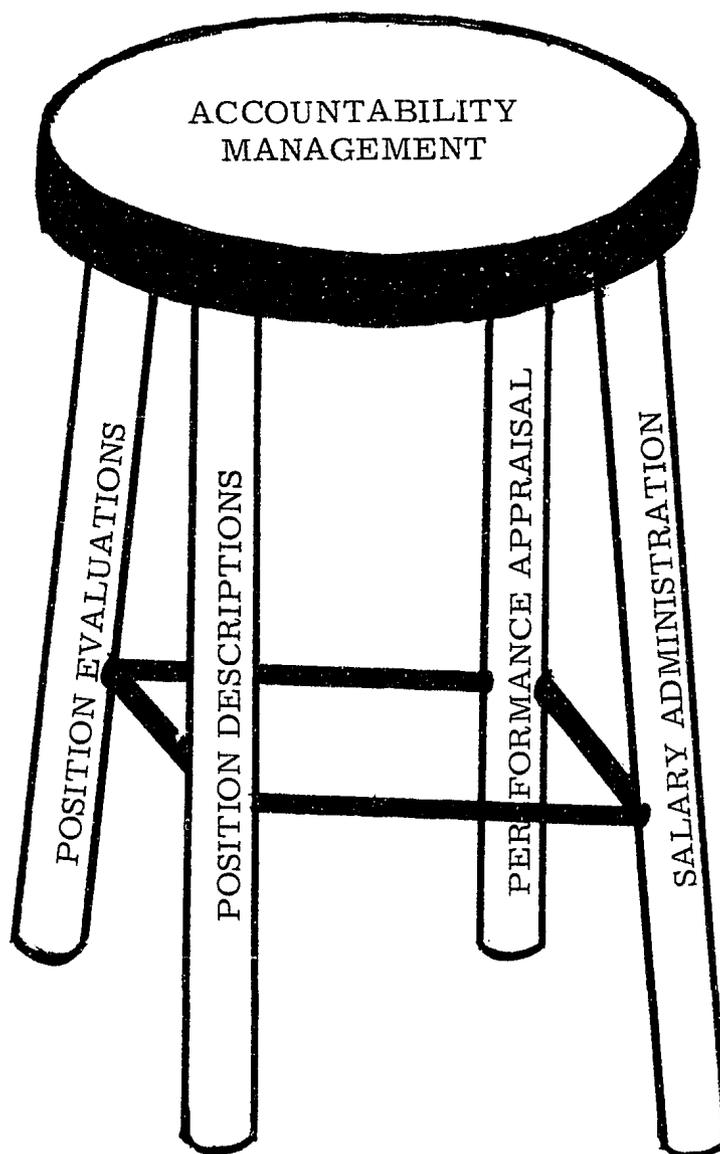
areas, is an indication of the development of such ground information for use in establishing educational standards (goals) in reaching toward accountability. Yes, the concept of accountability appears close at hand in education; and it will affect administrators and teachers alike.

The concept of accountability management, as supported by the important detailed phases of the management program developed from this study, is illustrated in Figure 9 with the Accountability Management "Stool."

FIGURE 9

ACCOUNTABILITY MANAGEMENT "STOOL"

MANAGEMENT BY OBJECTIVES



## CHAPTER X

### CONCLUSIONS OF THE MANAGEMENT STUDY

#### Introduction

At this point one may be led to wonder what all of the exposition in the foregoing chapters seems to indicate. After many descriptions of educational management developments have been presented, after the outlines of the various parts of the particular school management program have been shown, and after the many opinions, numbers, and suggestions have been assessed from the administrative group that took part in the new management program, what conclusions and predictions can be drawn from this study?

There were four basic purposes of this study of the establishment of a public school management program. The purposes were as follows:

1. To describe the concept of accountability management and how an individual school district became inspired to study such a program, as presented in Chapters I and III;
2. To trace the evolution of American public school educational management from its earliest beginning to the present, as described in Chapter II;

3. To tell the step-by-step story of how an accountability management program was established in the Niles School District, as presented in Chapters IV, V, VI, VII and VIII; and
4. To assess the understandings, opinions, and recommendations of the first group of administrators who functioned under the new management program, as reviewed in Chapter IX.

#### Summary of the Conclusions of the Study

In regard to the first purpose, Chapter I explained that accountability management should lead an organization to apply its financial, material, technological, and human resources toward a common goal. It was stated that accountability management can work if the people involved in working toward the common goal know what they are expected to do, identify means for reaching the goal, define the degrees of accomplishment attained, and receive rewards based on achievement.

Chapter III presented how the Niles Community School District became interested in the accountability management concept and how the District was inspired to specifically pursue the possibility of establishing a management system incorporating such a concept.

As to the second purpose, Chapter II traced the evolution of educational management from the days of the one-room schoolhouse to the present, as well as described some emerging indications of public interest in the concept of accountability.

- ing system needs to become a part of the new management program;
3. Most of the administrators (94.4%) feel that job descriptions are an important part of the management program, as cited in Chapter IX, Table 7;
  4. Administrators (91.2%) react from "Positive" to "Very Positive" about the effectiveness of the techniques employed in establishing the various Accountability Management approaches, as shown in Chapter IX, Table 8;
  5. Administrators (90.2%) are also "Positive" to "Very Positive" in their reactions to the use and application of the performance appraisal system, as illustrated in Chapter IX, Table 9;
  6. Administrators (85.6%) react "Positive" to "Very Positive" about the salary administration program; and
  7. The individual suggestions submitted by the administrators, with interpretive comments furnished by the writer, also indicate support for the management program and general interest in having it improve; these individual suggestions and comments are presented at the end of Chapter IX.

#### A Look Ahead

It should again be emphasized that it was not the intent of this

study to outline a "do-it-yourself" or present a "ready-made" type of public school management program for school administrators to install or imitate within their school systems. Rather, it was hoped by this writer that concepts would be presented to the reader about the need to organize the management function, to work with employees in developing targets for performance, to establish methods for evaluating that performance and setting new targets, and to provide appropriate incentives for performance. It is the general hope then, that school management in any individual school system will find an effective structure in order to achieve positive results, as determined by the particular aims and philosophies of the school system.

Hopefully, in the final analysis, the basic theme expressed in this study was that there is a need for managers of public educational institutions to step forward and assume some responsibility for the outputs of education. Words like "purpose" and "results" and "planning" and "measuring" and "organizing" and, yes, even "accountability" seem to be maneuvering into and insisting on a place in the vocabulary of the educator. Will the educational leader do his own planning and preparing for the up-coming test in accountability? Or will he fail many of the early quizzes?

"Education is the only cure for certain diseases the modern world has engendered, but if you don't find the disease, the remedy is superfluous." -- John Buchan.

## APPENDIX A

SAMPLE OUTLINES OF ADMINISTRATIVE ACCOUNTABILITIES  
WITH OBJECTIVES1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE ASSISTANT SUPERINTENDENT-GENERAL OPERATIONS

## ACCOUNTABILITY I

Understanding, acceptance, and support of the Niles Community School programs by continuing liaison and communication with the total relevant community.

Objective: To keep before the public and our school staff the purposes of education and how the Niles Schools are satisfying those goals.

## Measurements:

- a. Develop with the Superintendent a unified program of information about our schools.
- b. Put in publication form six or more articles about the incumbent's responsibilities or related matters in the schools.
- c. Participate in public forums to be conducted through the school year.
- d. Through a newsletter, contribute information to our staff about how your areas of responsibility contribute to a good program of education. Take the responsibility for publishing one such letter.
- e. Avail yourself of opportunities to speak before various groups about education.
- f. Contribute to the overall planning of a continuous public relations program.

ACCOUNTABILITY II - ASSISTANT SUPERINTENDENT-GENERAL  
OPERATIONS

Positive actions toward and image of the schools in the community by appropriate use of personal contacts, reputation, and competence.

Objective: Use personal knowledge and image in the community to insure smooth transition to new incumbent for next year.

Measurements:

- a. Ready availability to the Assistant Superintendent for Curriculum and Instruction for information and suggestions.
- b. Introduce the Assistant Superintendent for Curriculum and Instruction to staff whenever situations provide the opportunity.
- c. Plan social occasions for opportunities for all of administrative staff to get better acquainted.

ACCOUNTABILITY III - ASSISTANT SUPERINTENDENT-GENERAL  
OPERATIONS

Leadership and guidance for all instructional programs and pupil personnel services through coordination with principals and professional personnel and direct supervision of designated programs.

Objective: Determine what the status of pupil personnel services in Niles is and make recommendations for change, increase or deletion.

Measurements:

- a. Survey comparable schools to determine scope of programs.
- b. Analyze current literature and establish a list of programs most recommended to meet current needs.
- c. Make recommendations after discussing findings with representative staff members.

ACCOUNTABILITY IV - ASSISTANT SUPERINTENDENT-GENERAL  
OPERATIONS

Continually improving instructional abilities and techniques of professional teaching staff through coordination and direction of in-service programs.

Objective: Critically evaluate through means to be developed, the effectiveness of the in-service programs the past four years.

Measurements:

- a. Develop an instrument or other means to survey principals and teachers as to the effectiveness of programs they have participated in.
- b. Make judgments in writing as a conclusion of number one above as to where we have been most effective and least effective.
- c. Make judgments of the areas requiring more emphasis and more in need of in-service training.
- d. Determine whether we have been conducting such programs at the most appropriate time and whether the pay and credit arrangements are justified.
- e. Determine how many have used such programs to partially satisfy the five year requirement.

ACCOUNTABILITY V - ASSISTANT SUPERINTENDENT-GENERAL  
OPERATIONS

Ability of and capacity for effective use of all instructional materials and equipment.

Objective: Determine our strong and weak points relative to availability of instructional materials and equipment and make recommendations as to future planning for effective improvements.

Measurements:

- a. Determine which equipment is ineffectively used and why.
- b. Ascertain whether inequities exist among buildings in the supply of these tools.
- c. Examine the impact of the Supreme Court ruling and State Department of Education guidelines on our operations.
- d. What are their implications for the future, budget-wise and effectiveness of instruction?

ACCOUNTABILITY VI - ASSISTANT SUPERINTENDENT-GENERAL  
OPERATIONS

Inputs to the schools regarding possible educational improvement by remaining current on new developments in instructional programs and curriculum innovation and evaluating possible utility.

Objective: Keep staff up-to-date on educational ideas and improvements that may have promise for the Niles Community Schools.

Measurements:

- a. Develop a program of central staff reading to avoid duplication and provide screening of articles and recommendation for reading by others.
- b. Serve as a clearing house for dissemination of ideas resulting from such reading.
- c. Lead discussion of ideas with central and/or Administrative Council.
- d. Provide a brief summary on ideas or programs that should be pursued further.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE  
ASSISTANT SUPERINTENDENT-CURRICULUM AND INSTRUCTION

ACCOUNTABILITY I

Educational programs which meet Niles Community Schools' goals through overall direction of curriculum development, evaluation and improvements.

Objective: Develop promising instructional programs and community school programs to fill agreed upon needs.

Measurements:

- a. Feedback from principals on progress of new programs.
- b. P. T. A. feedback on new programs.
- c. Results of testing program.
- d. Degree of teacher enthusiasm.
- e. List of programs being developed.
- f. Increase in enrollment in community school programs.

ACCOUNTABILITY II - ASSISTANT SUPERINTENDENT-CURRICULUM  
AND INSTRUCTION

Leadership and guidance for all instructional programs and pupil personnel services through coordination with principals and professional personnel and direct supervision of designated programs.

Objective 1: Effect curriculum improvement through involvement of teachers and principals as well as specialists.

Measurements:

- a. Number of teachers involved in development of curriculum changes.
- b. Feedback from teacher leadership as to teacher satisfaction resulting from involvement.
- c. Establish curriculum council, K-12.
- d. Maintenance of liaison with ERCA.
- e. Plan and implement in-service training to meet perceived professional needs.
- f. Development of accountabilities and objectives for associated co-workers, e.g., Community School Director, etc.

ACCOUNTABILITY II - ASSISTANT SUPERINTENDENT-CURRICULUM  
AND INSTRUCTION

Objective 2: Evaluate pupil personnel services in special education to determine future programs and organization.

Measurements:

- a. Make comparisons with other on-going programs.
- b. Feedback from Intermediate District.
- c. Feedback from special teachers, parents, principals.
- d. Evaluate team program results in Northside and other local schools.
- e. Compare achievement tests results with children in regular programs.

ACCOUNTABILITY III - ASSISTANT SUPERINTENDENT-CURRICULUM  
AND INSTRUCTION

Coherent, timely curriculum change efforts through directive liaison with educational consultants.

Objective: Take full advantage of consultants within budget limitations.

Measurements:

- a. Maintain records of consultant use and cost thereof.
- b. Evaluate economics and effectiveness of consultant use.
- c. Feedback from principals and teachers relative to the solutions of their curriculum problems.
- d. Draw implications from opinionaire for effect upon curriculum.

ACCOUNTABILITY IV - ASSISTANT SUPERINTENDENT-CURRICULUM  
AND INSTRUCTION

Inputs to the schools regarding possible educational improvements by remaining current on new developments in instructional programs and curriculum innovation and evaluating possible utility.

Objective: Keep Superintendent informed on possible educational improvements.

Measurements:

- a. Initiate meetings with central staff and/or Superintendent relative to curriculum matters.
- b. Maintain a file of summaries and conclusions of meetings in (a) above.
- c. Newsletter to staff relating current trends and innovations.
- d. Note accountabilities of principals in regard to new programs and reports to Superintendent on progress.

ACCOUNTABILITY V - ASSISTANT SUPERINTENDENT-CURRICULUM  
AND INSTRUCTION

Funds and direction for special programs and services which will benefit the schools by search for sources, preparation of applications and proposals, and guidance of resulting (or existing) projects or contracts.

Objective: Develop applications which result in grants in aid for education programs over and above those already provided for.

Measurements:

- a. Present suggestions for applications for administrative reactions.
- b. Justification of program desirability.
- c. Compile data needed for applications in general.
- e. List number of inquiries and use of Intermediate District and State resources.

ACCOUNTABILITY VI - ASSISTANT SUPERINTENDENT-CURRICULUM  
AND INSTRUCTION

Understanding, acceptance, and support of the Niles Community School programs by continuing liaison and communication with the total relevant community.

Objective: To keep before the public and our school staff the purposes of education and how the Niles Schools are satisfying those goals.

Measurements:

- a. Develop with the Superintendent a unified program of information about our schools.
- b. Put in publication form six or more articles about the incumbent's responsibilities or related matters in the schools.
- c. Participate in public forums to be conducted through the school year.
- d. Through a newsletter, contribute information to our staff about how your areas of responsibility contribute to a good program of education. Take the responsibility for publishing one such letter.
- e. Avail yourself of opportunities to speak before various groups about education.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE ASSISTANT SUPERINTENDENT-PERSONNEL

ACCOUNTABILITY I

Understanding, acceptance, and support of the Niles Community School programs by continuing liaison and communication with the total relevant community.

Objective: To keep before the public and our school staff the purposes of education and how the Niles Schools are satisfying those goals.

Measurements:

- a. Develop with the Superintendent a unified program of information about our schools.
- b. Put in publication form six or more articles about the incumbent's responsibilities or related matters in the schools.
- c. Participate in public forums to be conducted through the school year.
- d. Through a newsletter, contribute information to our staff about how your areas of responsibility contribute to a good program of education. Take the responsibility for publishing one such letter.
- e. Avail yourself of opportunities to speak before various groups about education.

## ACCOUNTABILITY II - ASSISTANT SUPERINTENDENT-PERSONNEL

Leadership and central coordination for programs to facilitate development and motivation of all personnel.

Objective: Develop an improved evaluation program in cooperation with teaching and administrative staff and implement it. Administer present program effectively.

## Measurements:

- a. Provide for representation of teachers from all buildings and grade levels on the committee.
- b. Administer present program as policy indicates.
- c. Have all reports written up for submission to Board of Education by March 15.
- d. Release or obtain resignations of questionable successes with a minimum of turmoil.
- e. Maintain adequate records to effect (d) above.
- f. Report on percentage of evaluated teachers who have good, acceptable and questionable status.
- g. What has been done regarding report in (f) above?
- h. Recommendations for employment for next year.
- i. Checking procedures to comply with Master Agreement and Tenure Laws.

## ACCOUNTABILITY III - ASSISTANT SUPERINTENDENT - PERSONNEL

Fully manned, competent staff by recruiting, assisting in selection, and employment of all personnel.

Objective: Fully staff the professional and clerical needs of the school system with qualified persons.

## Measurements:

- a. Limit teaching staff turnover to 10%-20%.
- b. Maintain a proportionate racial balance of staff in all categories.
- c. Maintain the present geographical and college distribution - diversification.
- d. Employ obviously good candidates for known vacancies without delay to avoid losing them.

## ACCOUNTABILITY IV - ASSISTANT SUPERINTENDENT-PERSONNEL

Labor negotiation effectiveness by insightful recommendations regarding bargaining position based on continued maintaining of contracts and general liaison with relevant labor markets.

Objective: Negotiate a two or more year contract with all bargaining groups by June 30.

## Measurements:

- a. Develop comparative statistics to support negotiation position.
- b. Keep staff informed of relatively good position they are presently enjoying.
- c. Develop a cost figure of fringe benefits from 1969-70 experience and known 1970-71 costs.
- d. Keep Board of Education, administrators and supervisors informed of progress.
- e. Select bargaining team and begin professional staff bargaining at an appropriate time.
- f. Try to avoid fact finding and arbitration.
- g. Eliminate problems found in existing contracts.
- h. Be mindful of Board and administrative prerogatives.
- i. Place emphasis on the education of the children.

ACCOUNTABILITY V - ASSISTANT SUPERINTENDENT-PERSONNEL

Productive employee relations by liaison with all employee organizations, effective negotiations, and interpretation of contracts.

Objective: Resolve grievances before reaching Board of Education level.

Measurements:

- a. Maintain, through various means, good rapport with staff.
- b. Treat employees in a fair and equitable manner.
- c. Encourage resolution of dissatisfactions before they become problems and grievances.
- d. Devise a way to get principals to understand the contract and administer it effectively.
- e. Maintain contract interpretation committees of various employee groups.

## ACCOUNTABILITY VI - ASSISTANT SUPERINTENDENT-PERSONNEL

Continuingly effective manpower management by directing establishment and maintenance of appropriate systems and methods, including advancement of use by all administrators and managers.

Objective: Develop a most usable personnel filing system for administrative purposes.

## Measurements:

- a. Analyze needs and kind of information required by various departments.
- b. Survey systems of comparable size for ideas.
- c. Survey the literature on personnel accounting for suggestions.
- d. Implement new system by May 1.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE ASSISTANT SUPERINTENDENT-BUSINESS AFFAIRS

ACCOUNTABILITY I

Understanding, acceptance, and support of the Niles Community School programs by continuing liaison and communication with the total relevant community.

Objective: To keep before the public and our school staff the purposes of education and how the Niles Schools are satisfying those goals.

Measurements:

- a. Develop with the Superintendent a unified program of information about our schools.
- b. Put in publication form six or more articles about the incumbent's responsibilities or related matters in the schools.
- c. Participate in public forums to be conducted through the school year.
- d. Through a newsletter, contribute information to our staff about how your areas of responsibility contribute to a good program of education. Take the responsibility for publishing one such letter.
- e. Avail yourself of opportunities to speak before various groups about education.

ACCOUNTABILITY II - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Maintenance of sources of funds by control of collections, prudent investments and timely thorough reporting to funding agencies.

Objective: To obtain all funds possible under Federal, State, and local tax programs and resources.

Measurements:

- a. Submit a written report on the efforts made to take advantage of all State Aid provisions.
- b. Report on the reimbursement by the Intermediate District on pertinent accounts.
- c. Investigate and report on the status of the Intermediate budget with respect to Data Processing financing--how the tax and state income to the Intermediate District affects their curtailed budget.
- d. A projection of the effect of State Aid proposals for 1971-72 on debt financing.
- e. Make check list of State Aid reports to avoid deadline losses.
- f. Analyze and report on delinquent tax collections over past eight years.

ACCOUNTABILITY III - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Sound financial operations by management and direction of systems for planning and controlling use of funds and of accounting services.

Objective: Live within the expenditure budget total as adopted and amended by Board action.

Measurements:

- a. Weekly encumbrance of funds as purchase orders are written.
- b. Notification to responsible staff of approaching maximum limits of expenditure (within 10%).
- c. Develop procedures leading to requests for Board approval of any exceptions to major item over expenditure.
- d. Make recommendations for new budgeting procedures to satisfy educational objectives (program budgeting).

ACCOUNTABILITY IV - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Protection for investments in buildings, equipment and other properties by proper inventory controls, safety standards, and insurance coverage.

Objective: Establish an inventory and control of all facilities, supplies, and movable equipment.

Measurements:

- a. Develop a current file on each building with site acreage, cost, value, rooms in building, and cost.
- b. Develop a current file on all movable instructional equipment showing essential information to guide further purchases, adequacy, etc.
- c. Establish a building and contents appraisal figure for each facility and provide insurance coverage therefor.
- d. Maintain a damage cost record indicating cause and remedies taken.
- e. Develop a system of receiving and handling merchandise.

ACCOUNTABILITY V - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Low price, high utility operating supplies and equipment by direction of purchasing activities.

Objective: Organize the new Purchasing Department for efficient operation.

Measurements:

- a. Develop standardized purchasing procedures.
- b. Preparation of standard specifications of major items to be purchased.
- c. Setting up a system of testing to assure compliance of specification.
- d. Revision or establishment of purchasing policies.
- e. Setting up a calendar for purchasing and adherence thereto.
- f. Investigate and report on possible cooperative purchasing.

ACCOUNTABILITY VI - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Clean and useful school facilities by management of maintenance and custodial functions.

Objective: Maintain clean, healthful and safe facilities for all education purposes.

Measurements:

- a. Develop and maintain an evaluation record of appearance and safety of all facilities on a monthly basis.
- b. Maintain a record of accidents to employees and other people on school premises.
- c. Seek the cooperation of other agencies such as fire, health departments to check on health and safety hazards.
- d. Develop a positive safety program which reduces Workmen's Compensation costs by 10%.

ACCOUNTABILITY VII - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Pupil transportation and food service by management of those functions.

Objective: Maintain a safe, efficient and economical transportation system.

Measurements:

- a. Make cost comparisons with other districts and reduce budgeted figure by 10%.
- b. Investigate with purchasing department possible savings on cooperative efforts with other districts.
- c. Seek the cooperation of highway departments in maintaining safe highway conditions.
- d. Develop positive safety program which results in a 10% decrease in number of property damage and personal injury claims.

ACCOUNTABILITY VIII - ASSISTANT SUPERINTENDENT-BUSINESS  
AFFAIRS

Protection for investments in buildings, equipment and other properties by proper inventory controls, safety standards, and insurance coverage.

Objective: Develop a short-term and long-term maintenance program.

Measurements:

- a. Prepare a list of maintenance needs with cost estimates.
- b. Determine priorities for five year schedule.
- c. Plan program of continuing and recurring maintenance and check on its operation.
- d. Review existing staff costs in relation to efficient production.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE DIRECTOR OF OCCUPATIONAL EDUCATION

ACCOUNTABILITY I

Vocational programs to complement the Niles philosophy through scope and sequence direction, evaluation and change.

Objectives: Revise courses, develop needed programs or courses to meet qualified needs.

Measurements:

- a. Advisory committee reaction and identification of need.
- b. Building principal cooperative evaluation of programs.
- c. Programs accepted for funding.
- d. Increased enrollment in programs.
- e. Student follow-up research.
- f. Instructional attitude and support.
- g. Board support.

ACCOUNTABILITY II - DIRECTOR OF OCCUPATIONAL EDUCATION

Function as a liaison agent and provide vocational education leadership for the Niles Community Schools and Brandywine Public Schools.

Objective 1: Minimize duplication of effort and programming.

Measurements:

- a. Shared-time participation by secondary schools in preparatory and vocational programs (number of programs).
- b. Two school system involvement in the advisory committee function.
- c. Student attendance in shared-time preparatory and vocational courses.
- d. Harmony between the two school systems.

Objective 2: Keep appropriate school officials informed of the status of programs.

Measurements:

- a. Information memos given to involved persons.
- b. Invitations to important meetings.
- c. Responsible for student record keeping for reporting.

## ACCOUNTABILITY II - DIRECTOR OF OCCUPATIONAL EDUCATION

Objective 3: Represent the Niles Community Schools and the Brandywine Public Schools as a leader in vocational education.

## Measurements:

- a. Appointment or election to leadership roles in state and/or national professional organizations.
- b. Membership and worthy participation in professional organizations deemed appropriate to the objective.
- c. Disseminate local program information to aid other school districts.
- d. Utilize program information from other school districts to aid in local improvement.
- e. Direct the off-site programs---Cooperative Occupational Education Training and the Building Trade Programs.

## ACCOUNTABILITY III - DIRECTOR OF OCCUPATIONAL EDUCATION

Work with building principals, other administration, staff and the community to keep occupational education as up-to-date as space, budget and talent will permit.

Objective: Communicate with principals on staffing, programming and budget.

## Measurements:

- a. Contact with principals.
- b. Curriculum involvement.
- c. Advisory committee feedback.
- d. Budget planning of extra cost items.
- e. Conference and travel budget dual control with principals of occupational staff.
- f. Plan appropriate in-service education.
- g. Disseminate information about meetings and important matters.
- h. Cooperatively project short and long-range plans for occupational education.
- i. Assist with evaluation of staff.
- j. Direct student follow-up studies.

ACCOUNTABILITY IV - DIRECTOR OF OCCUPATIONAL EDUCATION

Plan, propose, and apply for special needs programs as related to vocational program guidelines from the Michigan State Department of Education.

Objective 1: Identify special needs.

Measurements:

- a. Feedback from principals.
- b. Feedback from teaching staff.
- c. Feedback from business and industry.
- d. Feedback from parents.
- e. Feedback from students.

Objective 2: Propose ways of solving special needs.

Measurements:

- a. Consider on-going existing programs.
- b. New program structure for appropriate vocational input.
- c. Local support.
- d. Active interest in guidance activities as it relates to vocational programming and student needs.

ACCOUNTABILITY IV - DIRECTOR OF OCCUPATIONAL EDUCATION

Objective 3: Seek financial funding for special needs' vocational program proposals.

Measurements:

- a. Programs funded.
- b. Programs implemented.

ACCOUNTABILITY V - DIRECTOR OF OCCUPATIONAL EDUCATION

Maintain a favorable climate between the local school districts and the Michigan State Department of Education.

Objective 1: Identify and assist the vocational certification of persons needed to complement programs.

Measurements:

- a. List of certified personnel.
- b. Vocational contract qualification.

Objective 2: Qualify programs (ongoing) for funding through the Division of Vocational Education.

Measurements:

- a. Contracts submitted.
- b. State Department evaluation.
- c. Funds received.

ACCOUNTABILITY VI - DIRECTOR OF OCCUPATIONAL EDUCATION

Present a positive image of vocational education to the community.

Objective: Keep vocational education before the public.

Measurements:

- a. Public presentation of programs they support.
- b. Newspaper publicity for programs.
- c. Cooperation with elementary principals in related educational programming.
- d. Participation in total school planning.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE SENIOR HIGH SCHOOL PRINCIPAL

ACCOUNTABILITY I

Desired learning outcomes through appropriate direction and evaluation of professional and non-professional staff.

Objective: Develop and implement a planned program of evaluation including a plan for constructive recommendations for teacher improvement.

Measurements:

- a. Development of a written plan.
- b. Meeting contract evaluation date.
- c. Observable teacher improvement as a result of evaluation.
- d. A written summary of principal's job as viewed by teachers.

Review dates for all accountabilities 2:00 P.M. on November 4,  
February 2, April 20.

## ACCOUNTABILITY II - SENIOR HIGH SCHOOL PRINCIPAL

Consistently improving instructional program by providing leadership for introduction, acceptance, evaluation and implementation of changes with probable positive values.

Objective: Explore and develop a new program of education for the most able students.

## Measurements:

- a. Involvement of staff and students.
- b. Extent of communication with parents.
- c. Develop the program in writing.
- d. Implementation if timing is reasonable.
- e. Recommendations developed for following year.

## ACCOUNTABILITY III - SENIOR HIGH SCHOOL PRINCIPAL

Understanding and mutual acceptance of system operating policies and activities.

Objective: Establishment and maintenance of communications with central staff.

## Measurements:

- a. Initiate equal share of communications.
- b. Request conferences as needed.
- c. Follows directive.
- d. Provides budget information as requested.
- e. Avoidance of any communication lapses.
- f. Misunderstandings are resolved without negative results.

## ACCOUNTABILITY IV - SENIOR HIGH SCHOOL PRINCIPAL

Efficient building management and operation by using approved systems for obtaining, deploying, scheduling, and allocating staff, funds, supplies, equipment and facilities, maintaining balance of resources availability against student and staff desires and educational requirements.

Objective: Maintain effective and efficient operation.

Measurements:

- a. 80% utilization of facilities.
- b. 90% or better of staff utilization as Master Agreement spells out teacher load.
- c. Utilization of central staff and other resources to provide suggestions.
- d. Manage and account for all funds without loss.
- e. Live within allocated budget accounts.

## ACCOUNTABILITY VI - SENIOR HIGH SCHOOL PRINCIPAL

Understanding and acceptance of the high school program within the community.

Objective: Organize and implement various forms of communication including contacts between parents and staff.

## Measurements:

- a. Develop a system of small parent group meetings in the community.
- b. Develop a program of parent-teacher conferences.
- c. Provide for open house opportunities--- possibly by departments.
- d. Establish appropriate and timely informational meetings to review various school programs.
- e. Participation of staff in various civic and community activities and organizations.
- f. Maximize the use of news stories, pictorial reports and letters to parents.

## ACCOUNTABILITY V - SENIOR HIGH SCHOOL PRINCIPAL

Provide a good learning-teaching environment and atmosphere so that desired learning outcomes may result.

Objective: Develop a positive attitude among staff and students.

## Measurements:

- a. 75% of students participating in various school functions and activities.
- b. 30% of students involved in various aspects of school government.
- c. 90% of staff involved in program changes or modifications.
- d. Open communications with staff and students as evidenced by attitudes of both.
- e. Development of a staff-administration committee to report concerns, ideas, suggestions, etc.

ACCOUNTABILITY VII - SENIOR HIGH SCHOOL PRINCIPAL

Efficient building management of functions and activities pertinent to student services.

Objective: Maintain effective student services program.

Measurements:

- a. Appropriate internal and external testing program.
- b. Maintain accurate student records and data.
- c. Conduct appropriate academic, educational and recreational activities.
- d. Maintain required accreditation standards.
- e. Administer effective scholarship program.
- f. Provide reports as needed by various agencies such as college admissions, prospective employees, etc.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE BALLARD JUNIOR HIGH SCHOOL PRINCIPAL

ACCOUNTABILITY I

Understanding and acceptance of the school program within the relevant community by organizing and implementing various forms of communication including contact between parents and building staff members.

Objective: Organize and implement various forms of communication between the community and the school.

Measurements:

- a. Prepare written plan of communications.
- b. Hold parent-teacher conferences.
- c. Set up student-parent orientation program.
- d. Organize parent advisory groups.
- e. Encourage counselor-teacher home visitation.
- f. Increased use of community resource persons.
- g. Prepare news stories and pictures for news media.
- h. Increase letters and notes to parents.
- i. Increased use of volunteer mothers.
- j. Plan student performance groups in community.

Review dates for all accountabilities 9:00 A. M. on November 9,  
February 1, April 19.

ACCOUNTABILITY II - BALLARD JUNIOR HIGH PRINCIPAL

Desired learning outcomes through appropriate direction and evaluation of professional and non-professional staff.

Objective: Develop and implement a planned program of evaluation including a plan for constructive recommendations for teacher improvement.

Measurements:

- a. Development of a written plan.
- b. Meeting contract evaluation date.
- c. Observable teacher improvement as a result of evaluation.
- d. A written summary of principal's job as viewed by teachers.

ACCOUNTABILITY III - BALLARD JUNIOR HIGH PRINCIPAL

Understanding and mutual acceptance of system operating policies and activities.

Objective: Establishment and maintenance of communications with central staff.

Measurements:

- a. Initiate equal share of communications.
- b. Request conferences as needed.
- c. Follows directive.
- d. Provides budget information as requested.
- e. Avoidance of any communication lapses.
- f. Misunderstandings are resolved without negative results.

## ACCOUNTABILITY IV - BALLARD JUNIOR HIGH PRINCIPAL

Efficient building management and operation by using approved systems for obtaining, deploying, scheduling, and allocating staff, funds, supplies, equipment and facilities; maintaining balance of resources availability against student and staff desires and educational requirements.

Objective: Maintain effective and efficient operation.

## Measurements:

- a. 80% utilization of facilities.
- b. 90% or better of staff utilization as Master Agreement spells out teacher load.
- c. Utilization of central staff and other resources to provide suggestions.
- d. Manage and account for all funds without loss.
- e. Live within allocated budget accounts.

## ACCOUNTABILITY V - BALLARD JUNIOR HIGH PRINCIPAL

Consistently improving instructional program within the building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive value.

Objective: Improve holding power by maintaining and improving instructional program.

## Measurements:

- a. Increase supervision.
- b. Develop and implement program changes.
- c. Evaluate new programs and report.
- d. Make comparison of last two years and present year with respect to drop out.
- e. Make report of "leaving" interviews.

## ACCOUNTABILITY VI - BALLARD JUNIOR HIGH PRINCIPAL

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Develop a team approach to solve school problems.

Measurements:

- a. Set up communications to staff.
- b. Faculty meetings.
- c. Student meetings.
- d. Parent meetings.
- e. Increase staff social activities.
- f. Report on serious staff concerns and solutions thereof.
- g. Survey the staff regarding their morale.

## ACCOUNTABILITY VII - BALLARD JUNIOR HIGH PRINCIPAL

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Improve student behavior.

Measurements:

- a. Develop in writing and implement a plan for improvement.
- b. Maintain a record of parental complaints and compare with previous year.
- c. Get a report from the Maintenance Department on vandalism damage as compared with previous year.
- d. Report on the involvement of students in the various student activities, both as to planning for, and participation.
- e. A report from Superintendent on number of concerns coming to his attention.
- f. Provide a report by the Police Department on concerns they have of Ballard activities.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE LARDNER JUNIOR HIGH PRINCIPAL

ACCOUNTABILITY I

Understanding and acceptance of the school program within the relevant community by organizing and implementing various forms of communication including contact between parents and building staff members.

Objective: Organize and implement various forms of communication between the community and the school.

Measurements:

- a. Prepare written plan of communications.
- b. Hold parent-teacher conferences.
- c. Set up student-parent orientation program.
- d. Organize parent advisory groups.
- e. Encourage counselor-teacher home visitation.
- f. Increased use of community resource persons.
- g. Prepare news stories and pictures for news media.
- h. Increase letters and notes to parents.
- i. Increased use of volunteer mothers.
- j. Plan student performance groups in community.

Review dates for all accountabilities 9:00 A. M. on November 12, February 11, April 26.

ACCOUNTABILITY II - LARDNER JUNIOR HIGH PRINCIPAL

Desired learning outcomes through appropriate direction and evaluation of professional and non-professional staff.

Objective: Develop and implement a planned program of evaluation including a plan for constructive recommendations for teacher improvement.

Measurements:

- a. Development of a written plan.
- b. Meeting contract evaluation date.
- c. Observable teacher improvement as a result of evaluation.
- d. A written summary of principal's job as viewed by teachers.

ACCOUNTABILITY III - LARDNER JUNIOR HIGH PRINCIPAL

Understanding and mutual acceptance of system operating policies and activities.

Objective: Establishment and maintenance of communications with central staff.

Measurements:

- a. Initiate equal share of communications.
- b. Request conferences as needed.
- c. Follows directive.
- d. Provides budget information as requested.
- e. Avoidance of any communication lapses.
- f. Misunderstandings are resolved without negative results.

## ACCOUNTABILITY IV - LARDNER JUNIOR HIGH PRINCIPAL

Efficient building management and operation by using approved systems for obtaining, deploying, scheduling, and allocating staff, funds, supplies, equipment and facilities; maintaining balance of resources availability against student and staff desires and educational requirements.

Objective: Maintain effective and efficient operation.

Measurements:

- a. 80% utilization of facilities.
- b. 90% or better of staff utilization as Master Agreement spells out teacher load.
- c. Utilization of central staff and other resources to provide suggestions.
- d. Manage and account for all funds without loss.
- e. Live within allocated budget accounts.

ACCOUNTABILITY V - LARDNER JUNIOR HIGH PRINCIPAL

Consistently improving instructional program within the building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Make a smooth transition from the past traditional program to the new unit program.

Measurements:

- a. Administer an attitudinal survey instrument.
- b. Determine change in attitude of students toward school.
- c. Ascertain improvement in student achievement as compared with classes of previous years.
- d. Continue staff development of tests and teaching materials.
- e. A minimum of complaints about the program.

ACCOUNTABILITY VI - LARDNER JUNIOR HIGH PRINCIPAL

Provide a good learning-teaching environment and atmosphere so that desired learning outcomes may result.

Objective: Produce better teaching and learning.

Measurements:

- a. Maintain high staff morale that was in evidence last spring.
- b. Teaching methods are changed in 30% of returning teachers.
- c. Teachers are measurably more sensitive to student needs.
- d. Student participation in student government activities is 25%.
- e. 60% of students are involved in some school sponsored activity.
- f. Student-teacher committee formed to consider school concerns and to resolve problems.
- g. Attendance problems are decreased over previous years.

ACCOUNTABILITY VII - LARDNER JUNIOR HIGH PRINCIPAL

Develop personal health program.

Objective: Decrease weight by 75 pounds.

Measurement:

- a. Official report from W.W.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE PRINCIPAL OF WESTSIDE-CEDAR LANE

ACCOUNTABILITY I

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Cooperatively re-define and develop with the teaching staff the goals of the teacher and methods to evaluate and improve instruction.

Measurements:

- a. Prepare a written plan for the evaluation and improvement of instruction.
- b. Determine what your teachers think the job of principal constitutes.
- c. Minimum number of parental complaints about teacher (no more than 2 per teacher?).
- d. Improved teacher morale as indicated by absence of teacher requests for transfer.
- e. Improved student morale as evidenced by decreasing number of student referrals to principal.
- f. Improved attendance compared with last year.

Review dates for all accountabilities 2:00 P.M. on November 6,  
February 4, April 22.

## ACCOUNTABILITY II - PRINCIPAL, WESTSIDE-CEDAR LANE

Understanding and acceptability of the school program within the relevant community. Organize and implement various forms of communication including contact between parents and building staff members to bring this about.

Objective: Develop effective communication between home and school.

## Measurements:

- a. List volunteers used in various school programs.
- b. Indicate ideas you have tried to increase parent interest in school program. With what results?
- c. Number of parent-teacher conferences as compared to last year. Determine effectiveness through a survey.
- d. Submit copies of monthly newsletters.
- e. Report of news stories and pictures in newspapers.
- f. What activities of a community nature (other than school) do you regularly participate in?
- g. Submit ideas for publicity for your school or the whole Niles system.
- h. Indicate meetings and evaluation of parent advisory groups.

## ACCOUNTABILITY III - PRINCIPAL, WESTSIDE-CEDAR LANE

Consistently improving instructional programs within building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Develop with staff more effective use of the school library.

## Measurements:

- a. Maintain a usage record of number of pupils using the library for research and reference work.
- b. Maintain teacher records over a nine week period of materials researched and used as part of their instruction.
- c. Maintain records of teacher comments on student library use.
- d. Maintain library-technician comments on different kinds of learning activities taking place by children in the library.
- e. Compare with library usage records of previous years.

## ACCOUNTABILITY IV - PRINCIPAL, WESTSIDE-CEDAR LANE

Consistently improving instructional programs within building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Develop a team teaching program with the fifth grade teachers in social science and science so as to take better advantage of their talents and to produce better learning results.

## Measurements:

- a. Develop a pre-testing program and implement its use.
- b. Develop a post-testing program and implement it.
- c. Determine achievement as a result of (a) and (b) above and make a record thereof.
- d. Maintain teacher observations of children's attitudes toward and interest in their class work and record same.
- e. Develop an opinionaire for parents on their observation of the social science and science work of their children. 75% response with 75% favorable reaction would represent competence.
- f. A similar opinionaire administered to the children involved with 95% return and 80% favorable reaction would represent competence.
- g. Additional evaluative techniques recommended by ERCA would be considered and if feasible, administered.

## ACCOUNTABILITY V - PRINCIPAL, WESTSIDE-CEDAR LANE

Efficient building operation by using approved systems for obtaining, deploying, scheduling and allocating staff, funds, supplies, equipment and facilities; maintaining balance of resource availability against student and staff desires and educational requirements.

Objective: To provide, within the budget, equipment and supplies which reflect teacher expressed requirements which would enable them to better meet student learning needs.

## Measurements:

- a. Ascertain teacher needs.
- b. Determine with Business Manager the possible adjustment of priorities previously decided upon.
- c. Satisfy to extent possible number (a) above.
- d. Maximum of 10% of parent complaints regarding inadequacies in equipment in supplies.

## ACCOUNTABILITY VI - PRINCIPAL, WESTSIDE-CEDAR LANE

Appropriate physical facilities by directing relevant staff in maintaining and cleaning building and playground area.

Objective: Maintain present high standard of cleanliness, appearance and safety of all facilities and play areas.

## Measurements:

- a. Develop a check list to be used bi-weekly for evaluating conditions of facilities.
- b. Review with custodians, teachers and students the existing conditions and set reasonable goals for maintaining and improving the conditions.
- c. Involve staff and students in the above development and evaluation.
- d. Maintain a list of resulting improvements.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE PRINCIPAL OF EASTSIDE,  
LANGUAGE ARTS COORDINATOR (3-6), AND FEDERAL PROJECTS

ACCOUNTABILITY I

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Cooperatively re-define and develop with the teaching staff the goals of the teacher and methods to evaluate and improve instruction.

Measurements:

- a. Prepare a written plan for the evaluation and improvement of instruction.
- b. Determine what your teachers think the job of principal constitutes.
- c. Minimum number of parental complaints about teacher (no more than 2 per teacher?).
- d. Improved teacher morale as indicated by absence of teacher requests for transfer.
- e. Improved student morale as evidenced by decreasing number of student referrals to principal.
- f. Improved attendance compared with last year.

Review dates for all accountabilities 9:00 A.M. on November 5,  
February 3, April 22.

ACCOUNTABILITY II - PRINCIPAL OF EASTSIDE, LANGUAGE ARTS  
COORDINATOR, AND FEDERAL PROJECTS

Understanding and acceptability of the school program within the relevant community. Organize and implement various forms of communication including contact between parents and building staff members to bring this about.

Objective: Develop effective communications between home and school.

Measurements:

- a. List volunteers used in various school programs.
- b. Indicate ideas you have tried to increase parent interest in school program. With what results?
- c. Number of parent-teacher conferences as compared to last year. Determine effectiveness through a survey.
- d. Submit copies of monthly newsletters.
- e. Report of news stories and pictures in newspapers.
- f. What activities of a community nature (other than school) do you regularly participate in?
- g. Submit ideas for publicity for your school or the whole Niles system.
- h. Indicate meetings and evaluation of parent advisory groups.

ACCOUNTABILITY III - PRINCIPAL OF EASTSIDE, LANGUAGE ARTS  
COORDINATOR, AND FEDERAL PROJECTS

Consistently improving instructional program within the elementary schools by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive value.

Objective 1: Develop better implementations of fourth grade language arts program.

Measurements:

- a. Develop in writing with fourth grade teachers a set of objectives for this program with concrete suggestions on how to reach them.
- b. Develop a check list for teachers to use which will evaluate each child's progress periodically (each marking period) using as a basis the grade equivalent of each sub-test on the Stanford reading test.
- c. Each teacher will maintain a continuing inventory on each child's progress in each of the skills set in the objective.

ACCOUNTABILITY III - PRINCIPAL OF EASTSIDE, LANGUAGE ARTS  
COORDINATOR, AND FEDERAL PROJECTS

Objective 2: Develop an understanding of the new language arts program with all fifth grade teachers in the system.

Measurements:

- a. Compile and file teachers' reactions to the workshop held in Niles on August 24 and 25, 1970. (Evaluation sheets will be provided by ERCA).
- b. Keep notes on discussions held with fifth grade teachers with particular emphasis on the strengths and weaknesses which teachers observe and suggestions for improving their techniques.
- c. Maintain with each teacher a record of each child's progress using as a benchmark the grade equivalent of each sub-topic in the Stanford test at entrance to fifth grade.

ACCOUNTABILITY IV - PRINCIPAL OF EASTSIDE, LANGUAGE ARTS  
COORDINATOR, AND FEDERAL PROJECTS

Appropriate physical facilities by directing relevant staff in maintaining and cleaning building and playground areas.

Objective: To develop a better learning atmosphere through appearance, cleanliness and safety of all facilities.

Measurements:

- a. Develop a check list to be used periodically for evaluating conditions of facilities.
- b. Review with custodians and staff and students the existing conditions and set reasonable obtainable goals for improvement.
- c. Involve representative teachers and students in the above development and evaluation.

ACCOUNTABILITY V - PRINCIPAL OF EASTSIDE, LANGUAGE ARTS  
COORDINATOR, AND FEDERAL PROJECTS

Efficient building operation by using approved systems for obtaining, deploying, scheduling, and allocating staff, funds, supplies, equipment and facilities, maintaining balance of resource availability, against student and staff desires and educational requirements.

Objective 1: Develop with the staff a system to use all available equipment more effectively in the instructional program.

Measurements:

- a. Develop a list of all available equipment and instructional resources.
- b. Provide a workshop for staff and students on the desirable and effective use of such resources and equipment.
- c. Maintain records of the use of such equipment.
- d. Evaluate these records to determine the degree of use as compared to previous opinions of extent of use.

ACCOUNTABILITY V - PRINCIPAL OF EASTSIDE, LANGUAGE ARTS  
COORDINATOR, AND FEDERAL PROJECTS

Objective 2: Increase the use of available human resources to supplement the usual school program and bring to it variety and interest development.

Measurements:

- a. Develop a list of community persons who because of special interests and experiences could contribute to various parts of the curriculum.
- b. Develop a plan of using such persons indicating how and where they could enhance the curriculum efforts of the teachers.
- c. Maintain an evaluative record of the use of such resources.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE PRINCIPAL OF OAK MANOR-SOUTHSIDE

ACCOUNTABILITY I

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Cooperatively re-define and develop with the teaching staff the goals of the teacher and methods to evaluate and improve instruction.

Measurements:

- a. Prepare a written plan for the evaluation and improvement of instruction.
- b. Determine what your teachers think the job of principal constitutes.
- c. Minimum number of parental complaints about teacher (no more than 2 per teacher?).
- d. Improved teacher morale as indicated by absence of teacher requests for transfer.
- e. Improved student morale as evidenced by decreasing number of student referrals to principal.
- f. Improved attendance compared with last year.

Review dates for all accountabilities 9:00 A.M. on November 6,  
February 4, April 23.

## ACCOUNTABILITY II - PRINCIPAL, OAK MANOR-SOUTHSIDE

Understanding and acceptability of the school program within the relevant community. Organize and implement various forms of communication including contact between parents and building staff members to bring this about.

Objective: Develop effective communications between home and school.

## Measurements:

- a. List volunteers used in various school programs.
- b. Indicate ideas you have tried to increase parent interest in school program. With what results?
- c. Number of parent-teacher conferences as compared to last year. Determine effectiveness through a survey.
- d. Submit copies of monthly newsletters.
- e. Report of news stories and pictures in newspapers.
- f. What activities of a community nature (other than school) do you regularly participate in?
- g. Submit ideas for publicity for your school or the whole Niles system.
- h. Indicate meetings and evaluation of parent advisory groups.

## ACCOUNTABILITY III - PRINCIPAL, OAK MANOR-SOUTHSIDE

Consistently improving the instructional program within the buildings by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Meet children's needs through immediate help for the classroom teacher by involving other staff members in an interdisciplinary team approach.

## Measurements:

- a. Recording teacher feedback as to effect on teacher and child.
- b. Record number of student referrals by teacher to principal.
- c. Keep anecdotal records of referrals and make evaluation of effectiveness of program.
- d. (The interdisciplinary team will develop other measurements to be used).

## ACCOUNTABILITY IV - PRINCIPAL, OAK MANOR-SOUTHSIDE

Understanding and acceptance of the school program within the relevant community by organizing and implementing various forms of communication including contacts between parents and building staff members.

Objective: Develop an enthusiastic understanding and acceptance by staff of the Niles curriculum, especially math and i. t. a.

## Measurements:

- a. No negative feed back from public or teachers' lounge.
- b. No more than one teacher without acceptance and enthusiasm at the end of the year.
- c. Evaluation of staff situation before and after the principal's efforts are in effect to achieve this goal. (Use Gus, Genevieve, Gil and LaRue).
- e. Willingness of staff to accept and/or make suggestions for new approaches to teaching and learning.

ACCOUNTABILITY V - PRINCIPAL, OAK MANOR-SOUTHSIDE

Appropriate physical facilities by directing relevant staff in maintaining and cleaning building and playground areas.

Objective: Develop a better learning atmosphere through appearance, safety and cleanliness through involvement of students, teachers and custodians.

Measurements:

- a. Cooperatively develop a rating sheet which portrays condition of facilities.
- b. Rate facilities bi-weekly by a joint committee.
- c. Observance of efforts of all teachers and students to help keep facilities clean.
- d. Observable improved conditions.
- e. 10% decrease in glass breakage.

ACCOUNTABILITY VI - PRINCIPAL, OAK MANOR-SOUTHSIDE

Organizing and implementing various forms of communications including contact between the parents, staff and community at large.

Objective: To become better known in the community at large.

Measurements:

- a. Participation in community activities.
- b. Active membership in community organizations.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE PRINCIPAL OF CENTRAL AND  
K-12 MATHEMATICS COORDINATOR

ACCOUNTABILITY I

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Cooperatively re-define and develop with the teaching staff the goals of the teacher and methods to evaluate and improve instruction.

Measurements:

- a. Prepare a written plan for the evaluation and improvement of instruction.
- b. Determine what your teachers think the job of principal constitutes.
- c. Minimum number of parental complaints about teacher (no more than 2 per teacher?).
- d. Improved teacher morale as indicated by absence of teacher requests for transfer.
- e. Improved student morale as evidenced by decreasing number of student referrals to principal.
- f. Improved attendance compared with last year.

Review dates for all accountabilities 9:00 A. M. on November 11,  
February 5, April 21.

ACCOUNTABILITY II - PRINCIPAL OF CENTRAL AND K-12  
MATHEMATICS COORDINATOR

Understanding and acceptability of the school program within the relevant community. Organize and implement various forms of communication including contact between parents and building staff members to bring this about.

Objective: Develop effective communications between home and school.

Measurements:

- a. List volunteers used in various school programs.
- b. Indicate ideas you have tried to increase parent interest in school program. With what result?
- c. Number of parent-teacher conferences as compared to last year. Determine effectiveness through a survey.
- d. Submit copies of monthly newsletters.
- e. Report of news stories and pictures in newspapers.
- f. What activities of a community nature (other than school) do you regularly participate in?
- g. Submit ideas for publicity for your school or the whole Niles system.
- h. Indicate meetings and evaluation of parent advisory groups.

ACCOUNTABILITY III - PRINCIPAL OF CENTRAL AND K-12  
MATHEMATICS COORDINATOR

Desired learning outcomes by adequate knowledge of program and direction of staff.

Objective: To become knowledgeable of the total elementary school program and the teaching methods appropriate thereto.

Measurements:

- a. Develop a plan of observation of the program.
- b. Propose a reading list on the modern elementary school program.
- c. Propose a plan for further education courses on the elementary school.
- d. Develop a plan for conferences with in-staff specialists regarding the various aspects of the elementary program.
- e. A self-evaluation of the achievement of the objective.
- f. Submission of ideas for innovative programs.

ACCOUNTABILITY IV - PRINCIPAL OF CENTRAL AND K-12  
MATHEMATICS COORDINATOR

Understanding and acceptance of the school program within the building staff by organizing and implementing various forms of communication between the building staff and principal.

Objective: Develop a high esprit de corps within the staff thus uniting them for production of the best possible service to Central children.

Measurements:

- a. Elimination of complaints by staff.
- b. Personal observation of the interest staff shows in their work.
- c. Reaction of principal to his staff and any problems they seem to have.
- d. Parental reaction to staff and school through a survey.
- e. Staff reaction to their principal.

ACCOUNTABILITY V - PRINCIPAL OF CENTRAL AND K-12  
MATHEMATICS COORDINATOR

Appropriate physical facilities by working with staff to maximize the potentials for the elementary program.

Objective: Analyze the instructional problems caused by trying to adapt a secondary building to an elementary program and to develop a plan which provides maximum utilization.

Measurements:

- a. Detail the present use of the facilities.
- b. Examine the problems that now exist in use of facilities.
- c. Present the rationale for proposed changes.
- d. Develop a plan for implementation.

ACCOUNTABILITY VI - PRINCIPAL OF CENTRAL AND K-12  
MATHEMATICS COORDINATOR

Understanding and acceptance of the modern mathematics program by the teaching staff, K-12.

Objective: Analyze the present teacher concerns about the mathematics program and develop a plan for overcoming the difficulties.

Measurements:

- a. Hold a series of grade level meetings to ascertain problems.
- b. Visit classrooms to observe methods being used.
- c. Meet with principals to plan procedures in each building regarding the mathematics program.
- d. Utilize local and outside resources.
- e. Develop a practicable plan which, if followed, would assure removal of present difficulties.
- f. Approval and implementation of the plan.

1970-71 ACCOUNTABILITIES AND OBJECTIVES  
FOR THE PRINCIPAL OF FAIRLAND-NORTHSIDE

ACCOUNTABILITY I

Desired learning outcomes by adequate direction and evaluation of professional and non-professional staff.

Objective: Cooperatively re-define and develop with the teaching staff the goals of the teacher and methods to evaluate and improve instruction.

Measurements:

- a. Prepare a written plan for the evaluation and improvement of instruction.
- b. Determine what your teachers think the job of principal constitutes.
- c. Minimum number of parental complaints about teacher (no more than 2 per teacher?).
- d. Improved teacher morale as indicated by absence of teacher requests for transfer.
- e. Improved student morale as evidenced by decreasing number of student referrals to principal.
- f. Improved attendance compared with last year.

Review dates for all accountabilities 2:00 P.M. on November 5,  
February 3, April 21.

## ACCOUNTABILITY II - PRINCIPAL, FAIRLAND-NORTHSIDE

Understanding and acceptability of the school program within the relevant community. Organize and implement various forms of communication including contact between parents and building staff members to bring this about.

Objective: Develop effective communications between home and school.

## Measurements:

- a. List volunteers used in various school programs.
- b. Indicate ideas you have tried to increase parent interest in school program. With what results?
- c. Number of parent-teacher conferences as compared to last year. Determine effectiveness through a survey.
- d. Submit copies of monthly newsletters.
- e. Report of news stories and pictures in newspapers.
- f. What activities of a community nature (other than school) do you regularly participate in?
- g. Submit ideas for publicity for your school or the whole Niles system.
- h. Indicate meetings and evaluation of parent advisory groups.

## ACCOUNTABILITY III - PRINCIPAL, FAIRLAND-NORTHSIDE

Desired learning outcome by adequate direction and evaluation of professional and non-professional staff.

Objective: Provide leadership and assistance in complete implementation and acceptance of the curriculum.

## Measurements:

- a. Maintain a continuous inventory of teacher needs.
- b. Seek budget provisions and/or changes to meet changing priorities within building.
- c. Discover learning disabilities through testing so as to make quicker adjustments in individual programs.
- d. Maintain better contact with area specialists to solve problems promptly.
- e. Increase communication with teachers to better meet their needs.

## ACCOUNTABILITY IV - PRINCIPAL, FAIRLAND-NORTHSIDE

Consistently improving instructional program within the building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Initiate a tutorial program using junior high students aimed at helping children in 4-6 grades to gain more self-confidence and improve their reading skills.

## Measurements:

- a. Pre-test and post-test children to determine amount of achievement.
- b. Observe and record improvements in self-image.
- c. Compare number of discipline cases with previous years and note the decrease.
- d. Survey the students, parents, tutors and teachers to evaluate the program.
- e. Determine through conferences with those involved the values and weaknesses of the program.

## ACCOUNTABILITY V - PRINCIPAL, FAIRLAND-NORTHSIDE

Consistently improving instructional program within the building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Develop a better library program and increased usage.

## Measurements:

- a. Keep a log of books checked out.
- b. Make comparison with other school libraries.
- c. Review the card catalog to determine possible imbalances.
- d. Conferences with professional and para-professional staff to determine needs and ideas for better usage.

## ACCOUNTABILITY VI - PRINCIPAL, FAIRLAND-NORTHSIDE

Consistently improving instructional program within the building by providing leadership for introduction, evaluation, acceptance and implementation of changes with probable positive values.

Objective: Assure normal academic growth by third grade children in mathematics and language arts.

## Measurements:

- a. Principal confers with third grade teachers to examine situation.
- b. Produce help of reading and mathematics coordinators to analyze problems.
- c. Chart test scores on Stanford over past two years and for next two years, comparing the groups that had no modern math or i. t. a. reading with those that have.
- d. Seek new methods and procedures which might be of help.
- e. Determine suitability of present materials of instruction and provide for felt needs.

APPENDIX B

ADMINISTRATIVE SALARY STUDY QUESTIONNAIRE

NILES COMMUNITY SCHOOLS  
Niles, Michigan

February 1, 1971

ADMINISTRATIVE SALARY SURVEY

Directions: Please fill out this form and return it by Friday, February 12. A summarized copy of the results will be sent to you.

Name of School District \_\_\_\_\_

Address \_\_\_\_\_  
(Street and Number) (City and Zip Code)

Name of School Official Completing this Form \_\_\_\_\_  
(Name)

\_\_\_\_\_  
(Title)

Schools will be kept anonymous in the report of the results. You will however, be able to identify your own school system by the salary figures printed in the summary.

I. CENTRAL OFFICE ADMINISTRATION. Fill in other positions, salaries and benefits information appropriate to your school system after completing the line concerning the superintendent.

If you have additional comments, please use the backs of these sheets.

Position Title	Major Function of Position (such as Business, etc.)	Number Weeks Worked Annually	Length of Contract Year	Salary Range (if any)	1970-71 Salary	Estimated or Official 1971-72 Salary	Professional Dues Paid	Insurance Furnished	
								Hospital	Life
Superintendent									
Other Central Office Administrators									

II. OTHER SCHOOL ADMINISTRATORS

Position Title	Major Function of Position	Number Weeks Worked Annually	Length of Contract Year	Salary Range (if any)	1970-71 Salary	Estimated or Official 1971-72 Salary	Professional Dues Paid	Insurance Furnished	
								Hospital	Life
Sr. High Principal(s)									
Asst. Sr. High Principal(s)									
Jr. High Principal(s)									
Asst. Jr. High Principal(s)									
Elementary Principal(s)									
Asst. Elementary Principal(s)									



## APPENDIX C

SALARY STUDY QUESTIONNAIRE RESULTS, 1970

## ADMINISTRATIVE SALARY STUDY

Schools in Survey: Michigan school districts with similar K-12 enrollments and tax valuation factors.

There are fifteen districts with these enrollments and tax wealth factors that were asked to participate in this survey.

Eleven of these districts responded to the salary survey.

They are:

1. Adrian Public Schools
2. Battle Creek Lakeview School District
3. Lamphere-Madison Heights Public Schools
4. Owosso Public Schools
5. Wyoming Public Schools
6. Traverse City Public Schools
7. Huron Valley-Milford Public Schools
8. Allen Park Public Schools
9. Rochester Community Schools
10. Crestwood-Dearborn Heights Public Schools
11. Niles Community Schools

Survey data on the following pages is presented in anonymous form-- the school districts have not been identified with individual position salary information. The order of school district salary summaries does not necessarily correspond with order of school districts listed above.

Thank you very much for participating in the survey. We hope the results may be of some assistance to you.

William H. Fairman  
Administrative Assistant-Personnel  
Niles Community Schools  
Niles, Michigan

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL A</u>				
Superintendent	52		\$23,000.	\$25,000.
Assistant Superintendent				
-Personnel	52		18,000.	20,000.
Business Manager	52		16,000.	17,500.
Senior High Principal	52	\$17,665-22,000.	19,744.	21,784.
Asst. Senior High Principals (2)	45	14,900-18,950.	15,942. 15,545.	17,460. 16,875.
Junior High Principal	52	15,500-20,000.	18,502.	20,384.
Asst. Junior High Principal	45	14,470-17,250.	15,704.	17,028.
Elementary Principals	45	14,900-18,950.	17,975. 18,185. 18,478. 16,634. 15,511.	19,240. 19,240. 19,240. 18,502. 16,875.
Coordinator of Instruction	47	16,284-20,600.	17,223.	19,650.
Coordinator of Special Services	47	16,284-20,600.	17,223.	18,350.
<u>SCHOOL B</u>				
Superintendent	48		25,250.	
Assistant Superintendent				
-Instruction	48		18,600.	
Business Manager	48		17,750.	
Administrative Assistant				
-Personnel	48		17,000.	
<u>The following positions are indexed to teacher salary schedule</u>				
Senior High Principal	48		18,559.	
Asst. Senior High Principal	44		14,206.	
Junior High Principals(2)	46		17,150. 16,541.	
Asst. Junior High Principals (2)	40		10,679. 12,260.	
Elementary Principals	40		11,875. 15,374.	

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL B (Cont'd)</u>				
Elementary Principals	40		\$12,547.	
			17,395.	(48 weeks)
			15,925.	
			15,190.	
Asst. Elementary Principal	40		11,827.	
Director of Occupational Education	45		15,925.	
Coordinator of Library/AV	42		13,539.	
Coordinator of Student Affairs	42		13,485.	
Director of Adult/Com- munity Education	44		15,250.	
<u>SCHOOL C</u>				
Superintendent	52		25,000.	Est. 10% increase
Assistant Superintendent	52		19,000.	"
Director of Business & Administrative Services	52		17,500.	"
Director of Personnel	52		17,500.	"
Director of Instruction	52		17,500.	"
Senior High Principal	52		19,900.	"
Asst. Senior High Principal	44		15,500.	"
Junior High Principal	52		17,500.	"
Asst. Junior High Principal	44		15,500.	"
Elementary Principals (2)	42		14,500.	"
			15,000.	"
Elementary Supervisor	44		16,000.	"

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL D</u>				
Superintendent	52		\$30,000.	\$32,000.
Assistant Superintendent	52		23,500.	25,000.
Director of Curriculum	48		17,900.	19,000.
Director of Community Services	48		17,700.	18,750.
Senior High Principal	48		20,615.	22,000.
Asst. Senior High Principal	43		16,100.	17,200.
Junior High Principal	43		16,300.	17,400.
Asst. Junior High Principal	43		14,100.	15,000.
Elementary Principal	42		16,275.	17,400.
Senior High Guidance Director	44		14,150.	15,100.
Junior High Guidance Director	43		12,300.	13,100.
<u>SCHOOL E</u>				
Superintendent	52		28,000. + 1400 annuity	
Administrative Assistant to Superintendent	52		22,000.	
Personnel Director	52		22,208.	
Curriculum Director	52		21,230.	
Supervisor Instructional Materials Center	52		18,500.	
Business Manager	52	1. 2973xB. A. Max. or other if has higher degree	Position presently vacant	
Senior High Principal	48	18,038-22,908.	21,441.	23,442.
Asst. Senior High Principal	48	16,077-20,617.	17,133.	19,034.
Junior High Principal	48	17,384-22,144.	20,197.	22,079.
Asst. Junior High Principal	48	16,077-20,617.	16,532.	18,366.

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL E (Cont'd)</u>				
Elementary Principals	46	\$16,077-20,617.	\$18,804.	\$20,556.
			18,145.	19,836.
			17,968.	19,947.
			16,801.	18,660.
			19,296.	21,098.
			18,725.	20,785.
			17,633.	19,534.
Athletic Director	46	Teachers xl.18	14,418.	15,761.
ESEA Title III Director	48	16,077-20,617.	17,968.	
ESEA Title III Asst. Director	48		16,862.	
Admin. Asst. --Senior High	46	Teacher sched- ule + \$1,500	11,398.	12,862.
Admin. Asst. --Junior High	46		13,949.	15,793.
Admin. Intern--Senior High	46	Teacher sched- ule + \$900	12,756.	
Admin. Intern--Junior High	46		13,232.	
Coordinator for Special Education Services	46		16,212.	
Coordinator for Data Processing & Testing	46		15,386.	
<u>SCHOOL F</u>				
Superintendent		No data furnished		
Administrative Assistants (4)	49		19,535.	
	49		17,550.	
	48		16,200.	
	48		15,525.	
Assistant Superintendent	49		20,385.	
Chief Accountant	50		15,500.	
Senior High Principal	47		18,700.	
Asst. Senior High Principals (2)	45		15,701.	
			15,414.	
Junior High Principals (2)	47		17,400.	
			18,500.	
Asst. Junior High Principals	44		14,300.	
			14,000.	

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL F (Cont'd)</u>				
Elementary Principals (8)	45		\$16,800.	
			17,200.	
			16,200.	
			16,700.	
			17,500.	
			17,300.	
			17,300.	
			16,200.	
 <u>SCHOOL G</u>				
Superintendent	52		28,725.	
Assistant Superintendent	48		24,705.	
Director of Business Services	52	\$12,400-14,800.	14,800.	
Director of Buildings & Grounds	52	12,665-15,065.	15,065.	
Senior High Principal	48	19,040-22,240.	22,240.	
Asst. Senior High Principals (2)	45	16,750-19,460.	17,360.	
			19,460.	
Junior High Principals (2)	45	17,355-20,155.	20,155.	
			20,155.	
Asst. Junior High Principals (2)	45	16,065-18,765.	17,865.	
			11,894.	
Elementary Principals (6)	43	16,065-18,765.	18,765.	
			18,765.	
			18,765.	
			18,765.	
			18,465.	
			17,865.	
Director of Special Pro- grams	48	15,370-18,070.	18,070.	
Director of School Services	48	15,370-18,070.	18,070.	
Director of Pupil Personnel	45	17,455-20,155.	20,155.	

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL H</u>				
Superintendent	52		\$26,300.	
Assistant Superintendent				
-Business	52		22,750.	
Director of Instruction	52		20,500.	
Director of Personnel	52		19,800.	
Administrative Assistant	52		17,200.	
Instructional Supervisor	44		16,000.	
Director of Student Services	52		17,800.	
Director of P. E. & Athletics	52		15,800.	
Director of Data Processing	52		16,000.	
Director of Community Education	52		17,250.	
Senior High Principals (2)	52		18,500.	
			20,100.	
Asst. Senior High Principals (2)	52		16,200.	
			16,800.	
Junior High Principals (2)	52		17,300.	
			19,400.	
Asst. Junior High Principals (2)	44		13,500.	
			16,600.	
Elementary Principals (8)	44		16,600.	
			14,500.	
			16,200.	
			16,700.	
			16,800.	
			17,200.	
			17,500.	
			17,800.	

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL I</u>				
Superintendent	52	\$20,000 - up		
Assistant Superintendent	52	18,000-22,000.		
Secondary Principals	52	15,000-19,000.		
Directors & Supervisors (Vocational, Curriculum, Buildings & Grounds, etc.)	52	13,000-17,000.		
Elementary Principals, Asst. Secondary Principals, or other Supervisors on less than 52 weeks employ- ment.				11,000-14,000.
<u>SCHOOL J</u>				
Superintendent	52		\$25,000.	
Assistant Superintendent	52		18,700.	
Administrative Assistant	46		15,290.	
Senior High Principal	48		18,700.	
Asst. Senior High Principal	46		15,537.	
Junior High Principal	46		16,400.	
Asst. Junior High Principal	46		11,000.	
Elementary Principals (6)	40		14,458.	
			13,742.	
			13,220.	
			12,636.	
			11,770.	
			10,540.	
Director of Vocational Education	52		15,400.	
Director of Physical Education	40		13,090.	
Director of Guidance	40		12,775.	

	No. of Con- tract Weeks	1969-70 Salary Range	1969-70 Salary	1970-71 Salary (Estim- ated or Official)
<u>SCHOOL K</u>				
Superintendent	52		\$22,250.	
Asst. Superintendent for Personnel	52		20,000.	
Asst. Superintendent for Instruction	52		19,845.	
Asst. Superintendent for Business	52		17,495.	
Senior High Principal	47	\$17,595-19,113.	18,810.	
Asst. Senior High Principal	42	15,876-16,353.	16,058.	
Junior High Principal	44	16,180-	17,316.	
Asst. Junior High Principal	42	13,938-	14,697.	
Elementary Principals	42	13,593-16,353.	16,058.	
Director of Vocational Education	49	15,111-17,250.	17,250.	18,500.
Director of AV Services	43	13,662-15,801.	15,456.	16,946.
Director of Elementary Education	52		18,363.	

March, 1970

## ADMINISTRATIVE SALARY STUDY SUMMARIES

Position	Median 1969-70 Salary	Average 1969-70 Salary	High	Low
Superintendent	\$25,250.	\$26,102.	\$30,000.	\$22,250.
Assistant-Personnel	19,800.	19,084.	22,208.	17,000.
Assistant-Instruction	18,600.	18,971.	21,230.	17,223.
Assistant-Business	17,500.	17,716.	22,750.	14,800.
Central Office Assistants (Includes all assistants in charge of instruction, business, personnel and those with titles of admin- istrative assistant or assist- ant superintendent.)	18,000.	18,812.	24,705.	14,800.
Other Assistants (Those serving as assist- ants, directors, super- visors, etc., other than for business, instruction, or personnel.)	17,200.	17,462.	24,705.	13,539.
Senior High Principal	19,744.	19,755.	22,240.	18,500.
Asst. Senior High Principal	16,058.	16,272.	19,460.	14,206.
Junior High Principal	17,500.	18,049.	20,197.	16,300.
Asst. Junior High Principal	14,300.	14,188.	17,865.	10,679.
Elementary Principal	16,801.	16,715.	19,296.	11,875.

APPENDIX D

SALARY STUDY QUESTIONNAIRE RESULTS, 1971

NILES COMMUNITY SCHOOLS  
Niles, Michigan

February, 1971

Dear School Administrator:

Once again thank you for participating in the Administrative Salary Survey. Of the fourteen schools of similar pupil enrollment and tax valuation ranges, twelve responded to the survey.

It is hoped this information will serve a useful purpose.

Thank you.

Sincerely,



William H. Fairman

Administrative Assistant-Personnel

## ADMINISTRATIVE SALARY STUDY

Schools in Survey: Michigan School districts with similar K-12 enrollments and tax valuation factors.

There are fourteen such school districts that have been involved in this annual survey for the past several years.

The following schools responded to the survey this year.

They are:

1. Adrian Public Schools
2. Allen Park Public Schools
3. Battle Creek Lakeview School District
4. Crestwood-Dearborn Heights Public Schools
5. Huron Valley-Milford Public Schools
6. Lamphere-Madison Heights Public Schools
7. Muskegon-Mona Shores Public Schools
8. Niles Community Schools
9. Owosso Public Schools
10. Southgate Public Schools
11. Traverse City Public Schools
12. Wyoming Public Schools

Survey data on the following pages is presented so that the individual school districts in this study have not been identified. The order of the school district administrative salary summaries does not necessarily correspond with the order of school districts listed above.

Thank you once again for participating in this survey. We hope the results may be of some assistance to you.

William H. Fairman  
Administrative Assistant-Personnel

February, 1971

NILES COMMUNITY SCHOOLS  
Niles, Michigan

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp.	Life
<u>SCHOOL A</u>							
Superintendent	52	--	\$32,000.	N. A.	Yes	Yes	Yes
Asst. Superintendent-Personnel	52	--	25,300.	N. A.	Yes	Yes	Yes
Director of Curriculum (Elementary & Secondary)	48	--	17,800.	N. A.	Yes	Yes	Yes
Director of Community Education	48	--	19,300.	N. A.	Yes	Yes	Yes
Senior High Principal	48	--	22,165.	N. A.	Yes	Yes	Yes
Asst. Senior High Principals (2)	43	--	17,450.	N. A.	Yes	Yes	Yes
			15,500.	N. A.	Yes	Yes	Yes
Junior High Principals (2)	46	--	19,815.	N. A.	Yes	Yes	Yes
Asst. Junior High Principals (2)	43	--	17,930.	N. A.	Yes	Yes	Yes
			15,122.	N. A.	Yes	Yes	Yes
Elementary Principals (5)	42	--*	17,495.	N. A.	Yes	Yes	Yes
Assistant Elementary Principal	--	--	450.	N. A.	Yes	Yes	Yes

\*Only one salary furnished.

Professional Dues paid include National Memberships only.

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp. Life	
<u>SCHOOL B</u>							
Superintendent	52	--	\$27,000.	N. A.	No	Yes	Yes
Asst. Superintendent-General Administration	52	--	20,520.	N. A.	No	Yes	Yes
Asst. Superintendent-Business	52	--	18,900.	N. A.	No	Yes	Yes
Asst. Superintendent-Curriculum & Federal Projects	52	--	18,900.	N. A.	No	Yes	Yes
Asst. Superintendent-Personnel	52	--	18,900.	N. A.	No	Yes	Yes
Elementary Coordinator	44	--	17,280.	N. A.	No	Yes	Yes
Director of Counseling	42	--	15,250.	N. A.	No	Yes	Yes
Director of Athletics	42	--	15,250.	N. A.	No	Yes	Yes
Elementary Library Supervisor	42	--	15,250.	N. A.	No	Yes	Yes
Director of Public Information	52	--	16,200.	N. A.	No	Yes	Yes
Senior High Principal	52	--	21,500.	N. A.	No	Yes	Yes
Asst. Senior High Principal	44	--	16,740.	N. A.	No	Yes	Yes
Junior High Principal	52	--	18,900.	N. A.	No	Yes	Yes
Asst. Junior High Principal	44	--	16,250.	N. A.	No	Yes	Yes
Elementary Principals (7)	42	---*	16,000.				
Pre-School Program Principal	42	--	14,800.	N. A.	No	Yes	Yes

\*Not included in Summary Section since specific 1970-71 salaries were not furnished.

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insuranc e Hosp. Life
<u>SCHOOL C</u>						
Superintendent	52	-- \$31,000.	+1,550.	N. A.	Yes	Yes Yes
Asst. Superintendent-Administration	52	--	24,000.	N. A.	Yes	Yes Yes
Asst. Superintendent-Instruction	52	--	24,000.	N. A.	Yes	Yes Yes
Director of Personnel & Payroll	52	--	22,208.	N. A.	Yes	Yes Yes
Director of Instructional Media	52	--	19,800.	N. A.	--	Yes Yes
Business Manager	52	--	18,000.	N. A.	--	Yes Yes
Director-Publications & Information	52	--	17,000.	N. A.	--	Yes Yes
Director-Title III & Research	48	17,580. - 22,540. *	14,421.	N. A.	--	Yes Yes
Coordinator for Special Services	40	--	17,768.	N. A.	--	Yes Yes
Science Consultant & Camp Director	44	--	19,713.	N. A.	--	Yes Yes
Athletic Director	46	--	15,761.	N. A.	--	Yes Yes
Senior High Principal	48	19,724. - 25,044.	21,318.	N. A.	Yes	Yes Yes
Asst. Senior High Principal	48	17,580. - 22,540.	19,034.	N. A.	Yes	Yes Yes
Junior High Principal	48	18,771. - 24,209.	22,079.	N. A.	Yes	Yes Yes
Asst. Junior High Principal	48	17,580. - 22,540.	18,366.	N. A.	Yes	Yes Yes
Elementary Principals (7)	46	17,580. - 22,540.	20,556. 20,556. 19,534. 20,473. 18,660. 21,098. 20,785.	N. A. N. A. N. A. N. A. N. A. N. A. N. A.	Yes Yes Yes Yes Yes Yes Yes	Yes Yes Yes Yes Yes Yes Yes

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Hosp.	Insurance Life
<u>SCHOOL C (Cont'd)</u>							
Secondary Administrative Assistants(2)	46	(Teacher scale + \$1,500)	At rate of 15,793. & 15,493.	N. A.	Yes	Yes	Yes
Secondary Administrator Interns (2)	46	(Teacher scale + \$900)	At rate of 15,058. & 12,099.	N. A.	Yes	Yes	Yes

\*Pro-rated Salary--Not full time for 1970-71.

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp.	Life
<u>SCHOOL D</u>							
Superintendent	52	--	\$26,000.	N. A.	Yes	Yes	Yes
Asst. Superintendent-Curriculum	52	--	21,355.	N. A.	Yes	Yes	Yes
Asst. Superintendent-Business	52	--	17,495.	N. A.	Yes	Yes	Yes
Asst. Superintendent-Personnel	52	--	22,000.	N. A.	Yes	Yes	Yes
Director-Audio Visual	45	14,701. - 17,003.	17,003.	18,251.	Yes	Yes	Yes
Supervisor-Reading	41	12,622. - 14,294.	13,810.	14,425.	Yes	Yes	Yes
Diagnostician	43	15,518. - 17,820.	13,735.	15,143.	Yes	Yes	Yes
Director-Vocational Education	47	15,518. - 17,820.	17,820.	19,128.	Yes	Yes	Yes
Senior High Principals (2)	47	16,632. - 20,567.	19,082. 20,567.	17,852. 22,076.	Yes Yes	Yes Yes	Yes Yes
Asst. Senior High Principals (2)	42	13,810. - 17,449.	16,112. 16,112.	17,294. 17,294.	Yes Yes	Yes Yes	Yes Yes
Junior High Principals (3)	44	15,109. - 18,859.	17,411. 17,411.	18,649. 18,649.	Yes Yes	Yes Yes	Yes Yes
Asst. Junior High Principal	42	13,810. - 17,449.	16,112. 17,411.	17,294. 18,649.	Yes Yes	Yes Yes	Yes Yes
Elementary Principals (10)	Not furnished	13,810. - 17,449.	17,449. 13,810.	18,889. 15,302.	Yes Yes	Yes Yes	Yes Yes
		(3) --	16,112.	17,294.	Yes	Yes	Yes
		(3) --	15,369.	16,896.	Yes	Yes	Yes
			15,963.	17,135.	Yes	Yes	Yes
			14,998.	16,497.	Yes	Yes	Yes

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp. Life
<u>SCHOOL E</u>						
Superintendent	49	--	\$23,000.	\$27,000.	No	Yes Yes
Asst. Superintendent-Instruction	49	18,500. - 21,500.	19,000.	22,000.	No	Yes Yes
Business Manager	49	17,000. - 20,000.	18,000.	20,000.	No	Yes Yes
Director-Pupil Personnel Services	46	17,000. - 20,000.	18,750.	19,750.	No	Yes Yes
Senior High Principal	49	Indexed 1.25-1.50	21,593.	23,000.	No	Yes Yes
Asst. Senior High Principals (2)	41	1.08-1.30	17,818.	18,800.	No	Yes Yes
	41		17,365.	18,300.	No	Yes Yes
Junior High Principal	49	1.20-1.45	20,083.	21,500.	No	Yes Yes
Asst. Junior High Principal	41	1.06-1.25	16,761.	18,000.	No	Yes Yes
Elementary Principals (5)	41	1.15-1.30	19,630.	20,600.	No	Yes Yes
			17,214.	18,200.	No	Yes Yes
			19,630.	20,600.	No	Yes Yes
			19,630.	20,600.	No	Yes Yes
			18,513.	19,500.	No	Yes Yes

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp.	Life
<u>SCHOOL F</u> Superintendent	48	\$24,800. - 37,200.	\$27,250.	N. A.	No	Yes	Yes
Asst. Superintendent-General Operation	48	17,380. - 26,060.	20,090.	N. A.	No	Yes	Yes
Director of Curriculum & Instruction	48	14,820. - 22,220.	18,700.	N. A.	No	Yes	Yes
Business Manager	48	14,820. - 22,220.	19,075.	N. A.	No	Yes	Yes
Administrative Assistant-Personnel	48	14,820. - 22,220.	18,330.	N. A.	No	Yes	Yes
Director-Adult & Community Education	45	12,280. - 18,420.	16,117.	N. A.	No	Yes	Yes
Coordinator of Student Affairs - Senior High	42	10,740. - 16,100.	14,356.	N. A.	No	Yes	Yes
Director of Occupational Education	45	12,500. - 18,760.	16,411.	N. A.	No	Yes	Yes
Coordinator of Library-AV Services	42	11,180. - 16,760.	14,249.	N. A.	No	Yes	Yes
Coordinator New & Student Teachers	42	11,360. - 17,040.	14,768.	N. A.	No	Yes	Yes
*Purchasing Agent	50	--	13,000.	N. A.	No	Yes	Yes
*Director of Maintenance	50	--	13,000.	N. A.	No	Yes	Yes
Senior High Principal	48	17,140. - 25,700.	19,920.	N. A.	No	Yes	Yes

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insuranc e Hosp. Life	
<u>SCHOOL F</u> (Cont'd)							
Asst. Senior High Principal	44	12,750. - 19,130.	15,621.	N. A.	No	Yes	Yes
Junior High Principals (2)	46	14,440. -	14,440.	N. A.	No	Yes	Yes
		21,660.	17,689.	N. A.	No	Yes	Yes
Asst. Junior High Principals (2)	40	10,400. -	10,400.	N. A.	No	Yes	Yes
		15,600.	12,760.	N. A.	No	Yes	Yes
Elementary Principals (6)	42	14,440. -	17,689.	N. A.	No	Yes	Yes
		21,660.					
	42	13,280. -	13,944.	N. A.	No	Yes	Yes
		19,920.					
	42	13,280. -	16,268.	N. A.	No	Yes	Yes
		19,920.					
	42	13,280. -	16,434.	N. A.	No	Yes	Yes
		19,920.					
	42	13,030. -	15,533.	N. A.	No	Yes	Yes
		19,550.					
	48**	13,030. -	18,733.	N. A.	No	Yes	Yes
		19,550.					

\*Non-certified but Degree Personnel

\*\*In charge of Summer Federal Programs

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp. Life
<u>SCHOOL G</u>						
Superintendent	49	--	\$25,000.	N. A.	No	MEA
Asst. Superintendent-Instruction & Personnel	49	--	20,500.	N. A.	No	MEA
Asst. Superintendent-Business Coordinator of Elementary Curriculum	49	--	19,500.	N. A.	No	MEA
Director Special Education & Research	48	--	18,000.	N. A.	No	MEA
Director of Community Schools	44	--	17,500.	N. A.	No	MEA
*Senior High Principal	48	15,564. - 19,128.	Not furnished	Increment	No	MEA
*Asst. Senior High Principal	48	14,376. - 17,940.	"	"	No	MEA
*Junior High Principals (2)	48	14,376. - 17,940.	"	"	No	MEA
		14,376. - 17,940.	"	"	No	MEA
*Asst. Junior High Principals (2)		13,782. - 17,346.	"	"	No	MEA
		13,782. - 17,346.	"	"	No	MEA
*Elementary Principals (6)		17,346.	"	"	No	MEA

\*Not included in Summary Section since specific 1970-71 salaries were not furnished.

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Hosp.	Insurance Life
* <u>SCHOOL H</u> Superintendent	48	\$24,000. - 30,000.	Not furnished	N. A.	Yes	Yes	Yes
Asst. Superintendent-Business & Non-Certified	48	18,000. - 25,000.	"	N. A.	Yes	Yes	Yes
Asst. Superintendent-Instruction & Certified	48	18,000. - 25,000.	"	N. A.	Yes	Yes	Yes
Secondary Curriculum Director	48	14,000. - 19,000.	"	N. A.	Yes	Yes	Yes
Elementary Curriculum Director	48	14,000. - 19,000.	"	N. A.	Yes	Yes	Yes
Vocational Director	48	14,000. - 19,000.	"	N. A.	Yes	Yes	Yes
Administrative Affairs Director	48	14,000. - 19,000.	"	N. A.	Yes	Yes	Yes
Buildings, Grounds, Transportation Director	48	14,000. - 19,000.	"	N. A.	Yes	Yes	Yes
Senior High Principal	48	15,000. - 20,000.	"	N. A.	Yes	Yes	Yes
Asst. Senior High Principal	40	12,000. - 16,000.	"	N. A.	Yes	Yes	No
Junior High Principal	48	15,000. - 20,000.	"	N. A.	Yes	Yes	Yes
Asst. Junior High Principal	40	12,000. - 16,000.	"	N. A.	Yes	Yes	No
Elementary Principals (14)	40	12,000. - 16,000.	"	N. A.	Yes	Yes	No

\*Not included in Summary section since specific 1970-71 salaries were not included.

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Hosp.	Insurance Life
<u>SCHOOL I</u>							
Superintendent	48	--	\$25,000.	\$27,500.	Yes	Yes	Yes
Director of Instruction	48	--	22,800.	N.A.	No	Yes	Yes
Elementary Instruction	48	--	18,400.	N.A.	No	Yes	Yes
Personnel Director	48	--	19,700.	N.A.	No	Yes	Yes
Special Education Director	48	--	19,400.	N.A.	No	Yes	Yes
Community School Director	48	--	17,100.	N.A.	No	Yes	Yes
Chief Accountant	49	--	15,500.	N.A.	No	Yes	Yes
Coordinator-Drug Education	48	--	13,000.	14,000.	No	Yes	Yes
Senior High Principal	48	--	22,000.	N.A.	No	Yes	Yes
Asst. Senior High Principals (2)	46	--	18,000.	N.A.	No	Yes	Yes
			17,400.	N.A.	No	Yes	Yes
Junior High Principals (2)	46	--	19,700.	N.A.	No	Yes	Yes
			20,500.	N.A.	No	Yes	Yes
Asst. Junior High Principals (2)	44	--	16,100.	N.A.	No	Yes	Yes
			16,400.	N.A.	No	Yes	Yes
Elementary Principals (8)		17,300. - 19,000.	Not Furnished				

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Hosp.	Insurance Life
<u>SCHOOL J</u>							
Superintendent	50	--	\$27,850.	--	Yes	Yes	No
Asst. Superintendent	49	--	20,862.	Est. 10%	Yes	Yes	No
Administrative Assistant	46	--	17,057.	"	Yes	Yes	No
Athletic Director	40	--	15,095.	"	No	Yes	No
Senior High Principal	49	--	20,862.	"	No	Yes	No
Asst. Senior High Principals (3)	46	--	17,320.	"	No	Yes	No
	45	--	15,750.	"	No	Yes	No
	45	--	15,750.	"	No	Yes	No
Junior High Principal	46	--	18,369.	"	No	Yes	No
Asst. Junior High Principal	46	--	12,788.	"	No	Yes	No
Elementary Principals (11)	40	--	16,138.	"	No	Yes	No
	40	--	14,562.	"	No	Yes	No
	40	--	12,028.	"	No	Yes	No
	40	--	14,740.	"	No	Yes	No
	40	--	15,745.	"	No	Yes	No
	40	--	14,230.	"	No	Yes	No
	40	--	13,123.	"	No	Yes	No
*Principals of 2-3 Room Suburban Schools	40	--	11,871.	"	No	Yes	No
	40	--	11,455.	"	No	Yes	No
	40	--	13,123.	"	No	Yes	No
	40	--	10,207.	"	No	Yes	No

\*Not included in Salary summaries.

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Insurance Hosp.	Life
<u>SCHOOL K</u> Superintendent	48	--	\$31,300.	Will increase approx. 7%	Yes	Yes	Yes
Asst. Superintendent-Personnel & Curriculum	48	--	26,900.	"	Yes	Yes	Yes
Director of Business Services	49	14,350. - 16,750.	16,750.	"	Yes	Yes	Yes
Director of Special Programs	48	16,996. - 19,695.	19,695.	"	Yes	Yes	Yes
Director of School Services	48	16,996. - 19,695.	19,965.	"	Yes	Yes	Yes
Director of Pupil Personnel	45	19,265. - 21,965.	21,965.	"	Yes	Yes	Yes
Director of Buildings & Grounds	49	14,350. - 16,750.	16,750.	"	Yes	Yes	Yes
Director of Cafeterias	43	6,000. - 8,400.	8,400.	"	Yes	Yes	Yes
Senior High Principal	48	21,040. - 24,240.	24,240.	"	Yes	Yes	Yes
Asst. Senior High Principal (2)	45	18,510. - 21,210.	21,210.	"	Yes	Yes	Yes
Junior High Principals (2)	45	19,165. - 21,965.	21,965.	"	Yes	Yes	Yes
Asst. Junior High Principals (2)	45	17,750. - 20,450.	19,250. 19,850.	"	Yes	Yes	Yes
Elementary Principals (6)	43	17,750. - 20,450.	20,450. (5) 19,850.	"	Yes	Yes	Yes

	No. of Weeks Worked Annually	1970-71 Salary Range (If any)	1970-71 Salary	Estim- ated or Official 1971-72 Salary (If available)	Profess- ional Dues Paid	Hosp.	Insurance Life
<u>*SCHOOL L</u>							
Superintendent	48	--	\$30,000.	N. A.	No	Yes	Yes
Asst. Superintendent-Operation	49	--	22,500.	N. A.	No	Yes	Yes
Asst. Superintendent-Instruction	49	--	22,500.	N. A.	No	Yes	Yes
Business Manager	49	--	17,400.	N. A.	No	Yes	Yes
Director-Special Services	41	14,555. - 18,040.	18,040.	N. A.	No	Yes	Yes
Director of Athletics	41	10,455. - 16,687.	16,687.	N. A.	No	Yes	Yes
Senior High Principals (2)	41	17,931. - 19,812.	17,931. 19,812.	N. A. N. A.	No No	Yes Yes	Yes Yes
Asst. Senior High Principals (2)	41	15,088. - 17,224.	16,691. 17,224.	N. A. N. A.	No No	Yes Yes	Yes Yes
Junior High Principals (2)	41	18,275. - 19,694.	18,275. 19,694.	N. A. N. A.	No No	Yes Yes	Yes Yes
Asst. Junior High Principals (2)	41	16,113. - 17,777.	16,399. 17,777.	N. A. N. A.	No No	Yes Yes	Yes Yes
Elementary Principals	41	15,949. - 18,048.		(No further information furnished)			

\*Not included in summary section. Information arrived after the summaries had been analyzed.

1970-71 ADMINISTRATIVE SALARY STUDY SUMMARIES

	Median Salary	Average Salary	High	Low
Superintendent	\$27,250.	\$27,540.	\$32,000.	\$23,000.
Assistant-Instruction	20,862.	21,081.	26,900.	17,800.
Assistant-Business	18,000.	17,808.	19,500.	15,500.
Assistant-Personnel	20,862.	21,370.	26,900.	18,330.
Other Central Office Administrators (Other that those listed above)	17,500.	17,207.	24,000.	13,000.
Senior High Principal	21,500.	21,324.	24,240.	19,082.
Assistant Senior High Principal	17,320.	17,062.	21,210.	14,356.
Junior High Principal	18,900.	19,044.	22,079.	14,440.
Assistant Junior High Principal	16,400.	15,848.	19,850.	10,400.
Elementary Principal	19,534.	17,490.	21,098.	12,028.
Assistant Elementary Principal	Not enough positions to compile valid figures			

## APPENDIX E

QUESTIONNAIRE - MANAGEMENT BY OBJECTIVES  
IN THE NILES COMMUNITY SCHOOLSNILES COMMUNITY SCHOOLS  
Niles, Michigan

Directions: This questionnaire is an attempt to measure and analyze your attitudes, opinions, and suggestions regarding the Management by Objectives program initiated this year in the Niles Community Schools as a result of the Edward N. Hay and Associates management study. Please respond to each item as honestly, accurately, and objectively as possible. You are not to give your name or position. Your responses should be kept anonymous. Therefore, simply respond to each item with the appropriate check, or printed answer, and return this questionnaire to the Personnel Office in the envelope provided. Please return by Friday, June 18.

The summary of this questionnaire is important in determining the future direction of the management program.

Thank you in advance for taking the time to complete this form.

I. INTRODUCTION

1. Yes 17 No 1 Management by Objectives has to do with setting job performance goals for each position.
2. Yes 16 No 1 Management by Objectives includes clear statements of the accountabilities of jobs.
3. Yes 0 No 16 Accountabilities are unplanned results.
4. Yes 17 No 0 Accountabilities are statements of desired job results.
5. Yes 18 No 0 Accountability Management (Management by Objectives) does include goal-setting as determined by the shared involvement of the supervisor and the job holder.
6. Yes 18 No 0 Accountability Management is a system to provide an integrated application of resources to results.
7. Yes 0 No 18 In determining how successfully accountabilities have been met, constraints of the job situation are not important.
8. Yes 0 No 18 Accountabilities are statements of day-to-day activities.
9. Yes 18 No 0 Goals are specific parts of a particular accountability.

10. Yes 18 No 0 The reaching of goals affects the performance appraisal (evaluation of the job holder).

II. JOB DESCRIPTIONS

11. Yes 14 No 4 Job descriptions are used to present the general scope and nature of a position, including a list of its accountabilities.
12. Yes 0 No 18 Job descriptions should not need up-dating, only the individual within the job.
13. Yes 17 No 1 My job description has been helpful in directing my performance.
14. Yes 0 No 18 My job description has had no particular effect on my performance one way or the other.
15. Yes 18 No 0 All employees should have job descriptions.

III. ACCOUNTABILITY MANAGEMENT APPROACHES (Check one):

16. In regard to determining the accountabilities given most importance to my job this year, I feel
- a. My ideas determined all of the accountabilities.
- 13 b. My ideas determined most of them.
- 3 c. My ideas determined about half of them.
- 2 d. My ideas determined a small number of them.
- e. My ideas determined none of them.

17. The objectives (goals) formed for the accountabilities this year for my job are:
- 10 a. Realistic.
  - 8 b. Fairly realistic.
  - c. Not very realistic.
  - d. Totally unrealistic.
18. The measurements used to evaluate how well my objectives (goals) are met are:
- 7 a. Reasonable.
  - 11 b. Fairly reasonable.
  - c. Not very reasonable.
  - d. Totally unreasonable.
19. During my accountability review sessions with my supervisor regarding the degree to which the measurements were met, my opinions of my performance had:
- 9 a. Very much influence.
  - 7 b. Some influence.
  - 1 c. Hardly any influence.
  - d. No influence whatsoever.
20. As far as my relationship with my supervisor is concerned, the accountability planning and review sessions to plan the various points of emphasis for my job are:
- 17 a. Very helpful.

- b. Somewhat helpful.
- c. Of little help.
- d. Of no help.

IV. PERFORMANCE APPRAISAL

21. The specific measurement statements of my goals

(Check more than one if appropriate):

- 8 a. Had to be readjusted during the year.
- 10 b. Were fair and just.
- 3 c. Didn't prove to be accurate measurements.
- 7 d. Were difficult to accurately evaluate.

22. My supervisor encouraged me to discuss my opinion of my performance in terms of established measurements:

- 14 a. To my satisfaction.
- 4 b. Somewhat to my satisfaction.
- c. Very little to my satisfaction.
- d. Not to my satisfaction at all.

23. In regard to performance appraisal (evaluation) it

(Check one):

- 9 a. Should very definitely have a key part of the management system.
- b. Should have some part in the system.
- c. Should have little part in the system.
- d. Should have no part in the system.

24. The performance review dates are (Check one):
- 11 a. Just right in number.
  - 3 b. There should be more.
  - 3 c. There should be less.
  - d. There should be none.
25. In regard to the evaluation of my total job performance, I feel it is (Check one):
- 15 a. Fair and accurate.
  - b. Somewhat fair and accurate.
  - 2 c. Not very fair or accurate.
  - d. Totally unfair and inaccurate.

V. SALARY ADMINISTRATION

26. The salary range established for my position is:
- 9 a. Reasonable.
  - 7 b. Fairly reasonable.
  - 1 c. Not very reasonable.
  - d. Unreasonable.
27. My present salary as related to my experience and performance is:
- 5 a. Accurate.
  - 9 b. Fairly accurate.
  - 3 c. Not very adequate.
  - d. Totally inadequate.

28. The salary ranges for administrators in comparison to those in other school systems are:
- 5 a. Competitive.
  - 12 b. Fairly competitive.
  - 1 c. Not very competitive.
  - d. Totally uncompetitive.
29. My salary during my tenure in Niles is:
- 5 a. Adequate
  - 11 b. Fairly adequate.
  - 2 c. Not very adequate.
  - d. Totally inadequate.
30. To what extent does salary motivate your efforts toward meeting the goals specified in the management program for your job?
- 3 a. It has prime importance.
  - 11 b. It has some importance.
  - 3 c. It has little importance.
  - 1 d. It has no importance.

#### VI. SUMMARY

31. Yes 14 No 3 The new management program has helped me better direct my efforts toward the performance of my job.
32. Yes 14 No 3 Accountability Management should be introduced to teachers also.

33. Yes 8 No 10 I am sufficiently knowledgeable about the program.
34. Compared to our previous system of school management, the Management by Objectives program is (Check one):
- 3 a. Much superior.
- 13 b. Better than before.
- c. Not very meaningful.
- d. Totally unrealistic.
35. Rank order the following from most important (7) to least important (1) in regard to the management program.
- a. Salary 4, 3, 3, 6, 6, 4, 4, 4, 3, 1, 4, 6, 4, 7, 4, 7, 3, 6.
- b. Service to children 2, 4, 6, 5, 2, 7, 6, 7, 7, 2, 6, 4, 6, 4, 1, 3, 4, 1.
- c. Personal satisfaction 5, 5, 4, 2, 4, 5, 3, 6, 3, 5, 3, 3, 3, 3, 6, 2, 5.
- d. Service to education in general 1, 7, 7, 3, 1, 6, 7, 2, 4, 5, 7, 1, 7, 2, 2, 5, 5, 4.
- e. Personal and professional development in the quality of my performance 7, 6, 5, 1, 5, 3, 5, 3, 6, 4, 3, 2, 5, 1, 5, 2, 7, 2.
- f. Being an effective management team member. 6, 2, 2, 4, 3, 2, 2, 5, 2, 7, 2, 5, 2, 5, 6, 1, 6, 3.
- g. Satisfying the boss. 3, 1, 1, 7, 7, 1, 1, 1, 1, 6, 1, 7, 1, 6, 7, 4, 1, 7.

36. The following are some suggestions for improving the school management system.

#1 Written evaluations should be required with copies furnished. At least 4 review periods should be required.

\* \* \*

#3 I was too ambitious in the accountabilities that I was to work on this year; some not adaptable to measurement; be easier to work with after more experience.

\* \* \*

#4 Salary administration needs, or application of the salary system as related to experience and quality of performance needs to have more consistent policies of administration.

\* \* \*

#6 I, as an individual, feel that I need to be more knowledgeable in the art of management; it is extremely difficult for me to measure the goals I set up; since I was a neophyte, I felt a constant strain in meeting the goals to my satisfaction; to sum this up, I would desire that more time be spent in management workshops.

\* \* \*

#7 I feel that there are too many accountabilities to work on effectively; evaluations from just accountabilities doesn't cover your overall performance.

\* \* \*

#8 FROM II. JOB DESCRIPTIONS:

11. No. Feels descriptions and accountabilities should be separate; asks "couldn't job description be flexible?"

12. No. Asks in regard to the question: "Does this go along with the up-grading?"

14. No. "Of course it has."

\* \* \*

- #10 The system is fine but its success or failure depends on how it is used. The system is only as good as the communications within the "team." The Principals' group must be better informed about matters affecting them. There is a strong trend toward building autonomy. This is reflected in our accountabilities but supervisors forget this at times.

Salary - the cost of living increase should be automatic. The merit aspect above and beyond.

Written evaluations should be done on all personnel. These evaluations should be reviewed by both parties.

\* \* \*

- #12 Since it is apparent that present efforts are being made to revise, up-date and improve our accountability management system, I feel fairly confident that it will improve.

\* \* \*

- #16 There are some gaps - experience and training should receive more consideration; gradually this program should be extended to include all employees.

## BIBLIOGRAPHY

- American Association of School Administrators. Profiles of the Administrative Team. Washington, D. C.: Library of Congress (Catalogue Card No. 75-137358). 1971.
- Briner, C. Administrators and Accountability. Theory Into Practice (The Ohio State University). October, 1969, Vol. VIII, No. 4.
- Burack, E. H. You and Obsolescence. Manage: National Management Association, September, 1971, 43-48.
- Claybaugh, R. E. School Superintendent's Guide: Principles and Practices for Effective Administration. West Nyack, N. Y.: Parker Publishing Company, Inc., 1966.
- Davies, D. R. The Internship in Educational Administration. Washington, D. C.: The Center For Applied Research in Education, Inc., 1962.
- Dinsmore, W. F. Supervision, Management, and Administration. Personnel Magazine, July-August, 1962.
- Garen, B. Management by Mutual Objectives. Salary and Merit, October, 1970, 3, 4, and 15.
- Gemmill, G. Reward Mapping and Upward Mobility. Management Of Personnel Quarterly (University of Michigan Bureau of Industrial Relations). Winter, 1970, 3-7.
- Glasner, D. M. Patterns of Management by Results. Business Horizons, February, 1969, 1-4.
- Griffiths, D. E. The School Superintendent. New York: The Center For Applied Research in Education, Inc., 1966.
- Haggarty, P. Productivity: Industry Isn't the Only Place Where It's a Problem. Forbes Magazine, February, 1971, 43-45.

- E. N. Hay & Associates. Accountability Management: Fortright Discussion of Matters of Critical Concern to Administrators. Men and Management. (No. 174 of a Series). Philadelphia: E. N. Hay & Associates.
- E. N. Hay & Associates. Management Job Descriptions. (Copyright Article). Philadelphia: E. N. Hay & Associates, 1967.
- E. N. Hay & Associates. Salary Administration in Uncertain Times. Men and Management. (No. 229 of a Series). Philadelphia: E. N. Hay & Associates.
- E. N. Hay & Associates. What's It Like To Work Here Anyhow? Men and Management. (No. 223 of a Series). Philadelphia: E. N. Hay & Associates.
- Jacobson, P. B., Reavis, W. C., & Logsdon, J. D. The Effective School Principal. Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1954.
- Jenson, T. J., & Clark, D. L. Educational Administration. New York: The Center For Applied Research In Education, Inc., 1964.
- Lieberman, M. Education as a Profession. Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1956.
- Lutz, F. W. Accountability: A Social Science Critique. Planning and Changing: A Journal For School Administrators (Illinois State University). April, 1971, 24-30.
- Lutz, F. W., & Azzarelli, J. J. Struggle for Power in Education. New York: The Center For Applied Research In Education, Inc., 1966.
- McGregor, D. The Human Side of Enterprise. New York: McGraw-Hill Book Company, Inc., 1960.
- Moehlman, A. B. School Administration (2nd Ed.). Boston: Houghton Mifflin Company, 1951.
- Moore, H. A. Studies in School Administration. Washington, D. C.: American Association of School Administrators, 1957.
- Odiorne, G. S. Management by Objectives. New York: Pittman Publishing Corporation, 1965.

- Rhodes, E. (Ed.). Accountability. Salary And Merit, May, 1971, 2 & 11.
- Rhodes, E. (Ed.). Accountability, Performance, and Certification. Salary And Merit, October, 1970, 2.
- Rhodes, E. (Ed.). Accountability Is the Key. Salary And Merit. December, 1970, 2.
- Rickover, H. G. American Education - A National Failure. New York: E. P. Dutton and Company, Inc., 1963.
- Riederer, L. A. Recruiting for Leadership in Educational Administration. Personnel News For School Systems, April, 1970, 3-5.
- Riggs, A. J. Parkinson's Law, the Peter Principle, and the Riggs Hypothesis. Michigan Business Review (University of Michigan). March, 1971, 23-25.
- Swanson, A. D. Effective Administrative Strategy. Institute of Administrative Research, Teachers College, Columbia University, Study No. 13, 1961.
- Townsend, R. Up the Organization. New York: Alfred A. Knopf, Inc., 1970.
- Umans, S. The Management of Education. Garden City, N. Y.: Doubleday and Company, Inc., 1970.
- Wagner, C. A. Common Sense in School Supervision. Milwaukee: The Bruce Publishing Company, 1921.
- Weinheimer, N. P. From the Desk of the Executive Director. Michigan School Board Journal, January, 1971, 5.
- Whitaker, A. (Ed.). Public Opinion Poll Sheds Light on How Nation Views the Public Schools. Personnel News For School Systems, April, 1970, 3-5.
- Wiles, K. Supervision for Better Schools. Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1950.
- Wynn, D. R. Organization of Public Schools. Washington, D. C.: The Center For Applied Research In Education, Inc., 1964.

Unpublished Manuscripts

- E. N. Hay and Associates. Accountability Management Workbook. Edward N. Hay and Associates, Philadelphia, 1970.
- E. N. Hay and Associates. Niles Community Schools: A Study of Administrative Compensation. Edward N. Hay and Associates, Philadelphia, 1970.
- E. N. Hay and Associates. Niles Community Schools: Introduction to the Basics of Merit Salary Administration. Edward N. Hay and Associates, Philadelphia, 1970.
- E. N. Hay and Associates. Observations on Organization Structure and Processes in the Niles Community Schools. Edward N. Hay and Associates, Philadelphia, 1970.
- E. N. Hay and Associates. The Preparation of Job Descriptions. Edward N. Hay and Associates, Philadelphia, 1970.

## AUTOBIOGRAPHICAL STATEMENT

Name: William H. Fairman

Birth: October 3, 1931; Buchanan, Michigan

Education: Buchanan Public Schools, Buchanan, Michigan; graduated June, 1949.  
Michigan State University, East Lansing, Michigan; graduated August, 1954, B.A.  
Michigan State University; graduated August, 1958, M.A.  
Walden University, Naples, Florida; graduated August, 1972, Ed.D.

Professional Experience: Speech therapist, athletic coach, Coldwater Public Schools, Coldwater, Michigan, 1954-1959; speech therapist, athletic coach, elementary principal, assistant superintendent of schools for curriculum, instruction, personnel, Buchanan Public Schools, Buchanan, Michigan, 1959-1967; speech therapist, director of special education, director of personnel, assistant superintendent-personnel, Niles Community Schools, Niles, Michigan, 1967 to date.

RP 1

DOCTORAL PROJECT ABSTRACT

Name: William H. Fairman

Degree: Ed.D

Date of Graduation: August, 1972

THE ESTABLISHMENT OF A MANAGEMENT BY OBJECTIVES  
(ACCOUNTABILITY MANAGEMENT) PROGRAM  
IN THE NILES, MICHIGAN PUBLIC SCHOOL SYSTEM

Statement of the Project

This project is devoted to describing a type of public school educational management program specifically designed to determine, establish, and evaluate meaningful school management objectives and their application. The study describes how school management under this type of program can be a continuing, dynamic, and positive force toward reaching the desired goals of public school education through effective management of administrative personnel.

Basic Aspects of the Project

The Management by Objectives program is described as it was studied and implemented into the Niles Public School system.

Key areas covered are:

1. The inspiration for the management study which led to the establishment of the program;
2. A description of the principles of Accountability Management (Management by Objectives); and
3. The involvement of the Edward N. Hay and Associates Management Consultant firm in assisting in the establishment of the program.

As a result of the management study, the Accountability Management program in Niles is built on five main phases. These phases are described and analyzed in detail in separate chapters. The five basic phases are:

1. The development of position descriptions for all administrative positions;
2. The evaluation of positions - a ranking of administrative positions in the organizational structure;
3. The description of important principles of management by objectives and the establishment of specific performance objectives for all positions;
4. The formation of a system of performance appraisal; and
5. The establishment of a salary administration program for the system.

Also included is a review of literature which traces the evolution of educational management from the very early days of school supervision to the present, and how the management styles have changed as

school systems and society in general have changed. Recent public appeals for accountability in education are also presented.

### Findings

The results of an assessment of the understandings, opinions, and suggestions of the school administrators involved in the Niles Management by Objectives program are presented and analyzed.

In general, the analysis of the administrative reactions to the new management program indicates that:

1. The Management by Objectives program has helped most of the administrators involved to better direct their efforts toward the performance of their jobs;
2. Administrators feel that Accountability Management should be introduced to teachers also;
3. There is a need to seek ways to help the administrators involved gain more knowledge about the program; and
4. Compared to the previous traditional system of school management, the administrators involved regard the new Management by Objectives program in Niles as a better management system.