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ABSTRACT

In this speech, the author discusses the concept of the management team, and describes how it has been applied in Warren, Ohio, schools. The management team, according to the author, is a working relationship between the principal and central office administrators (including the superintendent and the board of education) to provide service to the school community. This team, he contends, should provide leadership and direction to the educational process. The author identifies the team member(s) responsible for making particular decisions. (Author/JF)

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# THE MANAGEMENT TEAM FROM A PRINCIPAL'S POINT OF VIEW*

by Gilbert Menz

ED 079817

Allow me to preface my remarks by saying that my presentation is made primarily from the local reference of Warren, Ohio. It contains the biases and needs of the local school district, as well as the direction and control of the State Department of Education and the Ohio Legislature.

## THE MANAGEMENT TEAM

As I began to reflect on my views of a Management Team, I found that I could not readily put my thoughts in order. As I researched what others had to say, it became apparent that they were just as confused as I or, at best, they did little to organize and align my thinking. For one thing, there seems to be some confusion as to terms. Some writers refer to the management team while others describe an administrative team. Frank Dick of Toledo calls the concept a leadership team while we, in Warren, refer to shared management.

Perhaps maybe George Redfern at a recent S.M.I. Conference in Columbus made the most sense to me when he said that a management team is broad and includes the Board of Education, the superintendent, and all other levels of management in a school system. An administrative team is made up of a group of administrators, usually fewer in number, representing others, and organized for a specific purpose. If that is so, then we, as principals, are on the management team since we function at a so-called middle management level. We may serve on an administrative team by assignment and perform the function defined as the purpose of the team, and we obviously perform a leadership role.

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The management team is a working relationship between the principal and central office administrators, including the superintendent and the Board of Education, to provide service to the school community. The team provides leadership and direction to the educational process.

Perhaps the most important responsibility of a Board of Education is the selection of a superintendent. He is the chief executive officer of the Board and, by virtue of the authority vested in him by the Board, has the power to recommend the employment of other administrative officers.

(Show Chart 1)
The administrative organization in the Warren City Schools below the rank of superintendent can be divided into four categories: (1) teaching and learning services, headed by several directors; (2) fiscal operation, administered by the Clerk-Treasurer; (3) supporting services, led by the Director of Administrative Services; and, (4) the building units, headed by the building principal and his administrative staff.

(Show Chart 2)
The administrative theory of shared management as practiced in the Warren City Schools and described in the charts gives almost complete autonomy to the building principal in the day-to-day operational program in his building. The principal is accountable only to the superintendent for the proper exercise of this authority.

Since the management of a large, complex, and increasingly specialized educational unit necessitates the assistance of

WARREN CITY SCHOOLS
BASIC ELEMENTS OF SCHOOL SYSTEM MANAGEMENT

LEGAL RESPONSIBILITY

(Board of Education)

GENERAL ADMINISTRATION

(Superintendent)

UNIT ADMINISTRATION

(Principal)

TECHNICAL SERVICES

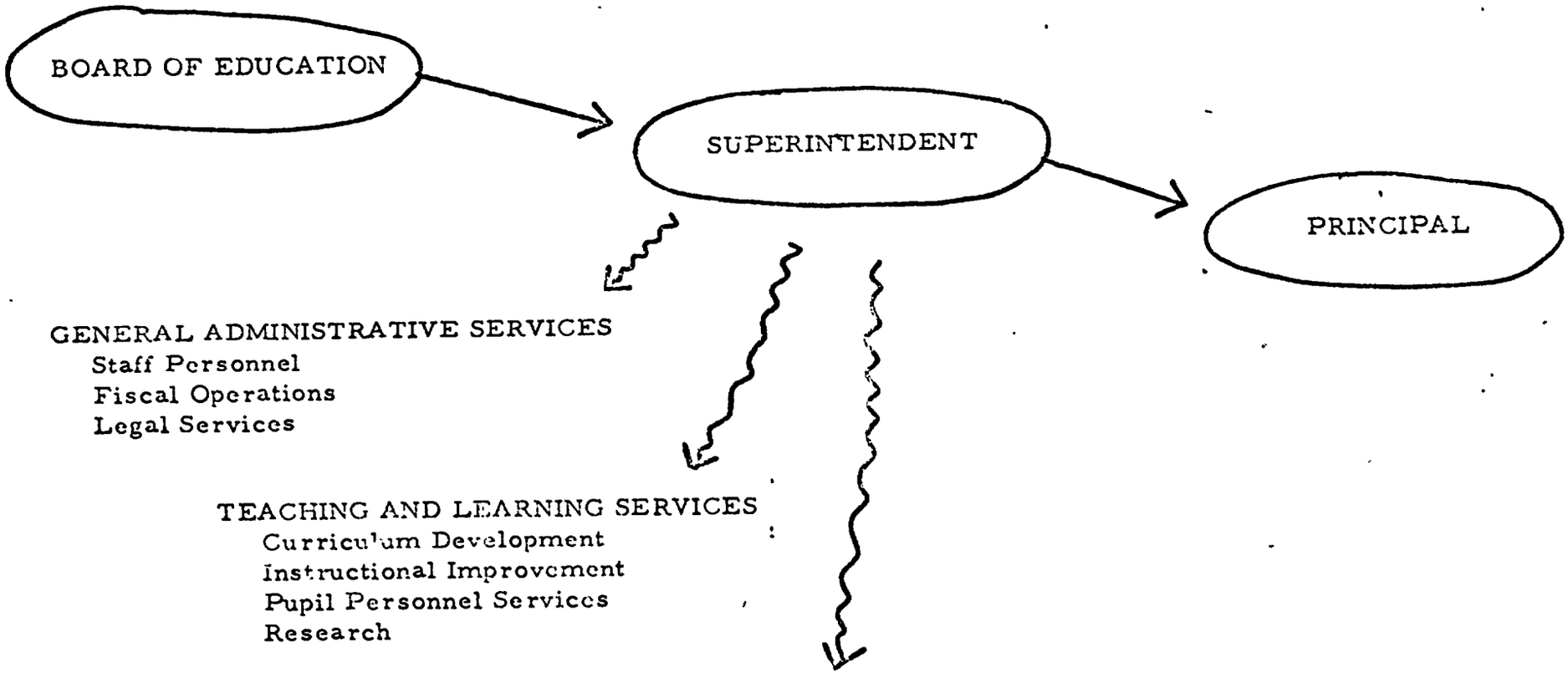
Specialized Services to General Administration

Teaching and Learning

Supporting Services to Units

WARREN CITY SCHOOLS

FLOW OF DECISION-MAKING RESPONSIBILITY AMONG BASIC ELEMENTS




Superintendent has two cabinets:

1. Principals
2. Technical and supporting services

# WARREN CITY SCHOOLS
## ADMINISTRATIVE ORGANIZATION

BOARD OF EDUCATION

Clerk-Treasurer

SUPERINTENDENT

PRINCIPAL

- Department Heads
- Teachers
- Guidance Personnel
- Non-certificated Personnel
- Specialists
- Students

GENERAL ADMINISTRATIVE SERVICES

EXECUTIVE DIRECTOR OF PERSONNEL

TEACHING & LEARNING SERVICES

DIRECTOR OF CURRICULUM & RESEARCH
- Supervisor of Elementary Education
- Supervisor of Instructional Media & Publications
- Supervisor of Athletics & Recreation
- Supervising Teachers of Art & Phys. Ed.

DIRECTOR OF PUPIL PERSONNEL
- Supervisor of Legal Affairs & Pupil Accounting

DIRECTOR OF CAREER EDUCATION
- Coordinator of Vocational & Industrial Education

DIRECTOR OF FEDERAL PROGRAMS
- Coordinator of Federal Programs

SUPPORTING SERVICES TO UNITS

DIRECTOR OF ADMINISTRATIVE SERVICES
- Supervisor of Plant Maintenance
- Storeroom Manager
- Transportation Coordinator
- Supervisor of Food Services

technical services for which the executive (superintendent or principal) may have neither the time, skill, nor necessary certification to implement, a variety of technical services must be made available to him and his staff. These services are of two kinds: those which aid the principal and his staff in the teaching-learning process (curriculum development, instructional improvement, pupil personnel, staff personnel), and those general supporting services which may have little impact on learning but without which a large school system cannot operate (plant operations and maintenance, purchase of materials and equipment, pupil transportation, and food services).

(Show Chart 3)

Other technical services must be made available to the superintendent to assist him in the overall management of the school system, particularly in the areas of fiscal and legal matters. These services have been provided for in the administrative organization of the Warren City Schools. Indeed, it is not inconceivable, as the school district grows and develops other varied and unique needs, that other technical services will develop to meet those specific needs. The continued growth in Federal and State programs will also almost certainly have some impact on the number and type of technical services necessary for the efficient operation of the school district.

If one is to understand the concept of shared management in Warren, it is necessary to understand the dual roles of technical service personnel. Vital also to the understanding of the concept is the flow of authority and the responsibility for

decision-making in the administrative organization. Technical personnel are primarily intended to aid the principal in the accomplishment of a building unit's objective, but they also serve the superintendent in implementing certain objectives at his direction. This authority is vested in the superintendent by law, custom, or ministerial powers and is depicted in the charts by a wavy line. When authority from the superintendent flows through this channel, the superintendent assumes accountability for the decision, although no one is relieved of the responsibility to implement the decision to the best of his ability.

Let me digress for a moment and explain how shared management came about in Warren.

An administrators' group was formed due to the local education association's disenchantment of having administrators belong. The local association had become more militant in their negotiations and were pressuring the Board for a working agreement. The local association was suspicious of all administrators, and the leadership waged a strong campaign to exclude us.

During the early stages of negotiations, the superintendent was bargaining directly with the teacher representatives, and we began to see our authority slowly slipping from our group. An organization of administrators and supervisory personnel was formed and gained recognition from the superintendent and the Board of Education.

Prior to this time, we had been working under strong central control, and a new superintendent was relaxing this policy

SHARED MANAGEMENT COMMITTEE (continued)

CURRICULUM AND INSTRUCTION

| | Central Office | Bldg. Prin. | Shared | Don't Agree |
|---|---|---|---|---|
| A. Determines public relations program for school community .... | | X | | |
| B. Decides to implement special programs (remedial, gifted) beyond program mandated by local board ..... | | X | | |
| C. Evaluates individual school program (special programs or basic programs) in terms of school objective ..... | X | | | |
| D. Provide leadership and development of written educational philosophies and objectives of school ..... | | X | | |
| E. Supervise instruction ..... | | X | | |
| F. Initiate and implement curriculum revisions ..... | | X | | |
| G. Develop and implement an adequate testing program on the building level ..... | | X | | |
| H. Authorize teacher attendance at professional meetings ..... | | X | | |
| A. Schedule special teachers ..... | X | | | |
| B. Select elementary special teachers ..... | X | | | |
| C. Established budget accounts and expend funds for athletics ... | X | | | |
| (C-1) For extra on co-curricular activities ..... | | X | | |
| D. Purchase materials and equipment for special areas (Art, Music, Physical Education, etc.) ..... | X | | | |
| E. Evaluates work of clerical employees assigned to building ... | | X | | |
| F. Evaluates work of food service employees assigned to building | X | | | |
| G. Evaluates work of custodial employees assigned to building .. | X | | | |

SHARED MANAGEMENT COMMITTEE

WARREN CITY SCHOOLS

| | Central Office | Bldg. Prin. | Shared | Don't Agree |
|---|---|---|---|---|
| 1. Determines teacher needs for the year | | X | | |
| (a) Allocates teacher needs for the year | X | | | |
| 4. Final decision on which teacher applicants will be employed | | X | | |
| 7. Sets salary of teacher candidates | X | | | |
| 12. Sets daily arrival and departure time for teachers within established policy | | X | | |
| 13. Authorizes use of sick leave | | X | | |
| 15. Grants leaves of absences | X | | | |
| 16. Decides which teachers need special supervisory assistance | | X | | |
| 18. Recommends on continuing contract status for teachers | | X | | |
| 19. Decides on when substitute teachers will be used | | X | | |
| 20. Decides which substitute teachers will be used | X | | | |
| 55. Decides whether to retain or terminate services of clerical employees | | X | | |
| 58. Decides on continuing contract (or permanent civil service) status for food service employees | X | | | |
| 72. Approves field trips | | X | | |
| 73. Determines standards for teaching controversial issues | X | | | |
| 74. Approves grading policy system to be used | X | | | |
| 75. Determines which pupils should be retained, promoted, or graduated | | X | | |
| 76. Determines length of school day for instructional purposes | | | | |
| (a) Organization of school day for pupils | | X | | |
| 81. Sets attendance standards within existing policy (tardiness truancy | | X | | |

| | Central Office | Bldg. Prin. | Shared | Don't Agree |
|---|---|---|---|---|
| 83. Sets procedures for regular program of fire drills..... | | X | | |
| 85. Determines procedures to be followed in case of bomb threat..... | | X | | |
| 93. Determines procedures to govern discipline and punishment of pupils within state law and local Board policy..... | | | | |
| (a) Assignment to special education and adjustment class..... | X | | | |
| 107. Determines priorities for repairs in buildings..... | X | | | |
| 110. Sets fees for rental of building or equipment..... | X | | | |
| 111. Authorizes rental or free use of building and equipment.... | | X | | |

6

## CERTIFICATED STAFF AND PERSONNEL ADMINISTRATION

| | Central Office | Bldg. Prin. | Shared | Don't Agree |
|---|---|---|---|---|
| A. Does preliminary screening of teacher applicants..... | X | | | |
| B. Recruitment and selection of building administrators... | X | | | |
| C. Dismissal of building administrator..... | X | | | |
| D. Prepare and adjust assignments and teacher loads..... | | X | | |
| E. Evaluate and rate teacher effectiveness with exception of teachers assigned to more than one building..... | | X | | |
| (a) Evaluate and rate teachers effectiveness of teachers assigned to more than one building... | X | | | |
| F. Evaluate building administrator performance..... | X | | | |

and placing more decisions in the hands of principals, but we were making decisions without guidelines or board policies defining this authority.

At our request, the superintendent agreed to finance an in-service workshop to study the problem, review policies, and establish guidelines.

Under the direction of Dr. Robert W. [illegible] from Kent State University, we met in committees to study decision-making responsibility. (Show slides 4, 5, 6, 7; make random comments.)

Many meetings were held and countless hours spent in arriving at an agreement on each of these decisions. The list is not all-inclusive, but it does contain the kinds of decisions which must be made in the day-to-day operation of the schools. This list went a long way toward fixing accountability and reducing conflict among administrators.

Reviewing a decision-making instrument enabled us to relax some of the tensions between central office and building principals. "Shared Management" means, in its simplest terms, a shift in the focus of the decision-making authority. Under the philosophy of shared management, greater responsibility to make decisions affecting individual buildings is shifted from the superintendent and other central office personnel to the shoulders of the building principal. It is expected, indeed it is necessary, that building principals will take into consideration the thinking of students, parents, teachers, and central office staff before reaching decisions. In fact, the

central office staff and building principals must consult with each other before making decisions which would significantly alter programs falling under their jurisdiction. If, after such consultation, the resulting decision is still adamantly [illegible]d by either the prircipal or the central office staff, an appeal may be made to the superintendent for resolution of the problem.

If shared management is to be practiced, it is first necessary for everyone to understand the rationale for it. It grew out of the compelling necessity to solve a great number of complex, decisive, and far-reaching problems in urbanized American society. The pervasive influence of these problems has been felt all too often by educators recently in city after city across this land.

One does not need to be a student of the contemporary American scene to know that today there is a deep sense of mistrust and alienation among Americans of all ages. As American society has grown in size and complexity, so have such institutions as the church, the government, and the school. This growth has resulted in the formation of large, impersonal bureaucracies. As these bureaucracies have increased in size, communication between the institution and the community has become increasingly difficult.

Shared management, then, can be seen as the answer to the twin problems of bigness and unresponsiveness. Shared management is not fool-proof, but it has certain advantages inherent in

its structure to make it a workable, viable approach to solving our educational problems.

First, the principal should know the total educational program within his school district better than anyone else; he should know his community's strengths and weaknesses better than anyone else. The principal should be in a position to be influenced by his patrons and, in turn, to influence them. Significant and relevant educational changes can be made and implemented more quickly at the building level than from the central office.

There is no question that the principal's enthusiasm for a project influences the manner in which the project is carried out by the building staff. When a principal becomes involved in reaching a decision, his enthusiasm to support that decision is enhanced. This is not always true of decisions made without consultation.

In past school organization, it has not always been possible to fix accountability. This has been simplified greatly in Warren by thinking through a great number of decisions which must be made in each school system and pinpointing the school official who is responsible for making that decision.

If shared management is to work effectively, it must be through the cooperation of principals and central office administrators. Personal ambitions become secondary to the good of the total school organization. Everyone needs to become a member of the management "team." It is necessary for central office personnel

to give up authority and responsibility in some areas; principals cannot shrink from the responsibility of making decisions which may have been made by others in the past. Patience, tolerance, and a willingness to confer and consult are all qualities which administrators will need in abundance.

The responsibility to manage the educational system is inherent in each management position. The real day-to-day management functions, however, are exercised at the principal's level. It is the principal who is the chief management officer of any school system; and, superintendents should help to develop strong, independent principal-managers.

It is no longer possible to manage schools from the superintendent's office. If we are to survive the present conflicts; the decentralization of management is a possible way to survive and at the same time improve the schools.

Decentralization or shared management cannot occur without decentralization of authority. Accountability resides in people. If we want to hold principals responsible and accountable, we must support the comprehensive decentralization of management. No accountability system is worth much if accountability is not centered on a person -- ~~and in school districts this person is the~~ principal.

A management team must contain several ingredients if it is to be an effective force in the improvement of instruction.

The management team must include:

1. Decentralization of authority
2. Written job descriptions for each team member
3. Clearly stated goals and objectives
4. Team and individual evaluation based on performance objectives previously stated and mutually arrived at
5. Good working relationships with peers, subordinates, and superiors.
6. Effective communication to resolve differences and to insure general concensus and unified support
7. Solid team support of and by the superintendent. Most important, once a decision is reached, all team members must support the action and make positive contributions toward its success regardless of personal feelings.
8. Reasonably consistent pattern of involving team members in the decision-making process.

Tolerance, tact, integrity, and communication must prevail because shared management doesn't always work. Regardless of how carefully you define your objectives or what devices you study for making decisions, there will be times when procedures are not followed and differences will occur.

As a building principal and a management team member, you ~~cannot afford to~~ must be sensitive to others and not become overly stressful

In summary, I believe that the "Management Team" concept will be implemented in relation to (1) the extent to which all parties desire a working relationship and are involved in

developing policy and guidelines, and (2) the openness of communication among all administrators in the decision-making process.

If these conditions exist, the "Management Team" concept will be realized. Management decisions will be shared and administrators will have no need for a separate collective bargaining unit. If administrators are not given the opportunity of participatory management and limitations are placed on internal communications, then they will surely organize a separate unit to protect their interests through collective bargaining.

When collective bargaining becomes necessary, severe conflicts will arise within the administrative team which will seriously handicap the implementation of the "Management Team" concept.

It is hoped that all administrators will analyze their problems and alternative solutions available and that local decisions will support the Management Team based on cooperative working relationships.

In Warren, after the concept of shared management was agreed upon, all administrators participated in a working week-end. We gathered at Punderson State Park (at Board expense) and, living together for three days, re-wrote the Rules and Regulations following the guidelines of shared management. The week-end brought the entire administrative team closer together. Many doubts and misgivings were removed by

cooperatively working and living together. Certainly we do not have 100% harmony and I've got the scars to prove it, but, as a building principal, I feel more secure in my position because policies have been established clarifying my role. The decisions that I make are the result of my consultations and deliberation and are generally supported by others on the team. Now decisions are being made at the ~~local~~ Building level and travel upward instead of always from the top down.