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ABSTRACT

This collection of articles looks at projects which have attempted to deal with change in the school organization. Some projects have succeeded in defining, shaping, and refining what happens in the school; others, less successful or unworkable, have been rejected. In either case, the administrator and his entire organization have become more aware of what makes a school function through their attempts at educational change. In the first section, articles deal with the application of business principles (such as PPBS and MBO) to education. This section also contains reports on the involvement of students, parents, and the community in needs assessment and educational decisionmaking. The second section examines the tools available for decisionmaking, including that of information systems. The last section explores some of the new areas requiring investigation, such as those of year-round schools and alternative schools. (Photographs may reproduce poorly.) (Author/WM)

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The Administrator and Organizational Renewal

National Advisory Council on Supplementary Centers and Services
Program of Policy Studies in Science and Technology
The George Washington University
Washington, D.C. 20037 (202) 676-7255

Arnold L. Norskov

Foreword

Arnold L. Norskov
Member, National Advisory Council

Change occurs bit by bit or a swoop at a time—as words are spoken and words are written. What was policy yesterday may be debatable today and under attack tomorrow. No difference; change will occur, often for the better, sometimes for the worse. Innovation—the watchword of Title III, ESEA—frequently accounts for that change. It doesn't always succeed, and if it does, it's no longer called innovation.

Innovation has affected many school concerns: instructional systems and methods, curriculum, teacher accountability. Now it's aiming at the top—the administrator and the organization he works for—the whole school system. In fact, the administrator, standing squarely between the board and the community; including teachers, pupils, parents and other citizens, is often the one most affected by any changes in organization. And, whether he's bewildered by what's happening or content to let things be, he's nevertheless under increasing pressure to take a good look at, and perhaps change, the organizational structure of the school. A Title III practice—local advisory councils—has contributed to many communities' awareness and increased interest in school management.

This issue of *The Title III Quarterly* takes a look at projects which have attempted to deal with change in the school organization. Some have succeeded in defining, shaping, and refining what happens in the school; others have been less successful or have proved to be unworkable and therefore have been rejected. In either case, the administrator and the entire organization he administers become more aware of what makes a school tick.

The first section of the report deals with what looks like an application of business principles to education. That's true; that's what's happening now in many schools. Acronyms like PPBS and MBO are being heard in school buildings, large and small. In addition, students, parents, and community are getting involved in needs assessments and educational decision making. Some projects that start out trying to find out whether one particular concept, like individualized instruction, can help students, also find out that teachers want individualized evaluation, and many then strongly advocate management by objectives—for themselves, for the principal, and for the administrator. This illustrates the concept that one innovation, if successful, simply serves as the seed for organizational renewal.

What tools are available to the administrator as he makes decisions about the organization? That's the subject of the second section of the report. Several articles report on models for information systems; one tells of a project where the administrator found an important link with his larger constituency—the community—through the use of school community associations. One of the projects describes the successful use of MBO in staff evaluation; another tells of a system of making evaluation of nontenured personnel the responsibility of experienced teachers.

The last section of the report deals with some of the new areas requiring investigation and know-how for any district considering them. Examples are year-round schools and alternative schools. Each requires the administrator and, in fact, the whole community to become involved at the outset and to make their first concern the student. Feasibility often becomes a question of community acceptance or rejection, which in turn depends on communication. The administrator who favors or disfavors such a new concept usually finds as many people opposed to an idea as supporting it. Again, he's standing in the middle, his particular position in the organization—midway between board and everyone else—which makes him most susceptible to whatever happens.

Our thanks go to project directors and school administrators for their help in providing information, answering questions, and sharing their experiences as administrators caught up in organizational renewal.

Contents

I. Assessment and Decision Making

II. Tools for Decision Making

Contents (continued)

III. New Decision Areas

Needs Assessment: The E.A.S.T. Way

Project E.A.S.T. (East Area Study for Tomorrow) attempted to find out for the Madison Public Schools an answer to the innocuous and somewhat philosophical question "Why a School?" But what it found out, as a result of the Title III-funded, year-long project, fairly rocked the entire district. Parents, students, teachers and members of the community—all involved in the project—gave district administrators specific answers to the question "What do we want from our schools?"

An assessment of needs within the East Area of the district—one of four K-12 pyramids in Madison and the focus of Project E.A.S.T.—resulted in six major recommendations for change and 10 lesser, interrelated recommendations. By June 1973, the end of the project year, hundreds of persons had worked on some aspect of E.A.S.T. and virtually everyone within the district had been given an opportunity to express their views on the problems and possible solutions.

How Project E.A.S.T. Started

In an effort to find out the most pressing problems in the E.A.S.T. community and to pinpoint future needs, the project administrators laid out a four-step plan of action:

1. Involve the community and educators in planning together a needs assessment through a representative steering committee.
2. Survey the schools, the students, and the community, along with already-existing data.
3. Review the findings resulting from the first two steps and invite all concerned to make recommendations for the future.
4. Submit recommendations for action before the end of the 1972-73 school year.

A 40-member steering committee made up of representatives of parent, student, teacher and other community groups initially planned the project, developed data collection instruments, analyzed data, and came up with a list of goals for the school. Planning took about one-third of the year; the next third was used to collect data; and the last third to analyze and interpret the findings, give feedback to all concerned, and agree on the final recommendations.

Initially, representatives of target groups were asked to write a description of "an educated person." The identified characteristics were then discussed, categorized and given a measurable description, resulting in an unranked list of 16 goals or abilities needed by a high school graduate in order to function well in his society.

Information for this article was supplied by Don Hafeman, Director, and Joyce Mikol, Coordinator of Project E.A.S.T.

The goals, along with other questions, were submitted to target groups to establish priority ranking. The target groups were the following:

- About 300 randomly selected East Area parents and 300 randomly selected community members, through an open-ended telephone survey by 750 East High seniors and 50 parents.
- All one- and five-year graduates of East High School (questionnaire).
- Approximately 600 public and parochial school teachers in the area (questionnaire).
- All school principals and special staff workers such as guidance counselors, psychologists, and social workers (questionnaire).
- A 10% sample of high school students, grades 9-12 (questionnaire).
- A 10% sample of 8th- and 12th-grade students (structured interviews).
- Seventy students who had dropped out of school (interviews).

The rankings by all target groups were very similar and resulted in three categories—Top Priority, Middle Priority, Lower Priority—although the priorities are not individually ranked within the categories.

Top Priority
The individual will:

_____ have developed logical thinking to solve problems and make decisions.
_____ have the ability to get along with other people.
_____ have developed self-discipline.
_____ have an understanding of himself.

Middle Priority
The individual will:

_____ have the attitudes and skills for continued learning.
_____ be prepared for responsible citizenship in his society.
_____ have achieved the basic skills of reading and math.
_____ have acquired communication skills.
_____ have planned and be ready for work after graduation.
_____ have the attitudes and skills for satisfactory family living.

Lower Priority
The individual will:

_____ have planned and be ready for schooling after graduation.
_____ have an awareness and acceptance of different ethnic, religious, and cultural backgrounds.
_____ be aware of local, state, national, and world problems and events.

_____ have an awareness of his own creative abilities.
_____ maintain good health habits.
_____ have skills and interests to make good use of leisure time.

In addition, reports and assessments done by other agencies in the city and other departments of the Madison Public Schools were studied and pertinent data about the East Area were accumulated. Special studies concentrated on finding out the extent of three problem areas: truancy, student mobility, and low achievement. Profiles of students who might be found in any of the three problem areas were drawn by using material found in student files.

Major Problems

Some of the major problems pointed up by the needs assessment included:

- High mobility of students, especially in the elementary years, suggested the possibility that "such frequent movement between schools make achievement difficult for the child who moves frequently."
- Interpersonal relationships appeared to deteriorate as the students progressed through school or as the age-level of students taught increased. For instance, in the interviews with dropouts, interpersonal relationships was the most cited reason for leaving school.
- Avoidance behavior and truancy—both of which tended to show up beginning in the middle grades, becoming more serious during high school. The assessment also indicated that only 15 to 20 per cent of all students actually caused most behavior problems.
- Academic achievement and learning rates showed a high level of individual difference in the East Area. For instance, one-third of the students scored below the 25th percentile on standardized achievement tests, with one-fifth to one-fourth of the students at all levels having serious learning difficulty, particularly in the area of reading. And, of the 964 Madison children enrolled in special education classes, approximately 50 per cent reside in the East Area.
- Logical thinking and problem solving were named as top priorities by all groups surveyed, yet teachers estimated 31 per cent of students of all ages could not use adequate thinking for problems and decisions.
- Student motivation was ranked by all respondents as the major cause for difficulty in schools.
- Discipline and supervision were frequently cited by parents and to a lesser degree by teachers as an area of high concern.
- Communication within the schools and between schools and community were frequently cited as problems by school staff and community residents.

The Positive Side of Needs Assessment

A needs assessment cannot be viewed only as an instrument for bringing to light all the things that are wrong with the system; instead, as in the case of Project E.A.S.T., the major strengths also emerge. Judging by "10 strong factors," Project Coordinator Joyce Mikol noted, "for the 75 to 80 per cent of the students for whom school is a satisfying environment, the academic program is meeting their needs. Teachers show great concern and a willingness to try to meet the needs of that 20 to 25 per cent who are unable to adapt or adjust to the present school establishment by data on low achievement, truancy, and negative behavior."

Results of the Year-Long Study

The findings of the needs assessment, including strengths and problem areas, current programs already developed to meet some of the problems and a list of preliminary recommendations by the steering committee, were once again presented to the public for discussion and feedback, before developing a final ranked list of recommendations. (See box.)

At the end of the project year, the highest priority recommendations, along with operational plans and suggestions for the future direction of area schools, were submitted to the Board of Education. In addition, administrators received a detailed breakdown of the way parents, teachers, special staff, and 8th- and 12th-graders responded to open-ended questions regarding problems and recommended changes for the schools. Responses from each group were charted and explanations and thought-provoking questions included for discussion at the administrators' meeting, faculty sessions, and community meetings.

Future Implications

Of the 16 goals or abilities needed by a high school graduate, all target groups gave top ranking to the following: (1) The individual will have developed logical thinking to solve problems and make decisions. (2) He will have the ability to get along with other people. (3) He will have developed self-descipline. (4) He will have an understanding of himself. (5) He will have the attitudes and skills for continued learning.

Project E.A.S.T. reemphasized the view that "the problems which occur at the middle school or high school level *start very early in the student's educational life.*" It recommended the use of *early intervention strategies* with the child and *early involvement of the parents* in a cooperative preparation of the child for academic learning.

In another recommendation, Project E.A.S.T. said "*present programming must be reviewed* with an eye toward devising alternatives which are aimed at *helping each child develop his* own *capabilities* and which may be *very different* from the usual program."

The final recommendations hit on the *need for continued communication* among schools, parents and students and the *need for staff development and commitment* by individual faculties.

As a final encouraging note to administrators befuddled by the term, "needs assessment," Project E.A.S.T. has put together a model for conducting K-12 needs assessment based on its year-long experience. A packet of materials is available for $2 from the East Attendance Area, 545 W. Dayton, Madison, Wisconsin 53703. Make checks payable to the Madison Public Schools.

The Top Six Recommendations

Project E.A.S.T. concluded its year of intensive investigation, involvement and soul-searching with a well detailed and comprehensive "Response to the Recommendations of the Project E.A.S.T. Steering Committee" by the East Area Director. Although not intended "to be inclusive of all information or points of view," Project Director Don Hafeman says its purpose is "to continue to involve all parties concerned with the educational program in the East Attendance Area."

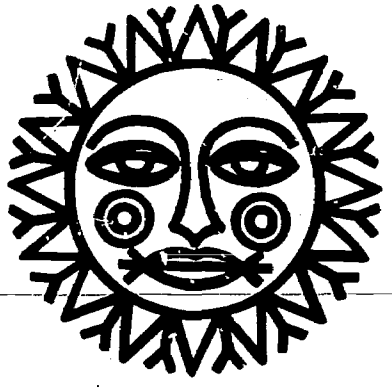
To give a more-rounded look at the six major recommendations, Hafeman also tells what is currently being done by the district, the actions or decisions that appear to be necessary, the proposals "on the drawing board," the specific research and evaluation needed; and what the future holds.

The six recommendations and a selected list of the actions necessary to implement them follow:

1. Human resources should be assigned according to the needs identified in each school.
   Actions that appear necessary: training individual school staffs to conduct needs assessments; more home school coordination and assignment of additional school staff where needs are critical; reduction of adult/student ratio in schools; more individual assistance in basic skills instruction at primary level.

2. Individualized programs must continue to be developed in all curriculum areas and articulated on K-12 basis.
   Actions that appear necessary: assess feasibility of a computer retrieval system of cumulative individual student records and of teacher assignments; organizing staff development programs, inservice courses, intergroup relations course; allowing more inservice time for such courses.

3. Alternative programming should be made available for individual students.
   Actions that appear necessary: expanding "Diploma Completion Program" at two centers; more evaluation of alternative programs by newly created Research and Development Department; emphasis on developing more precise evaluation designs.



4. Early intervention is necessary to meet student problems of behavior, attendance, and low achievement.
   Actions that appear necessary: support by Board of Education for existing Title I programs "when and if Title I support is no longer available"; high priority to early childhood education and related intervention programs with allocation of resources to encourage further extensive exploration of these areas.

5. A communication and articulation network must be designed to provide follow-up as a student moves from one school to another; curriculum articulation between schools; regular positive feedback to parents and students; the use of community, student, and staff input into the decision-making process; strategies and staff development to help each teacher feel a part of the total system; closer communication and cooperation between schools and community agencies; and more parent involvement in education.
   Actions that appear necessary: the faculty council model for teacher involvement should be expanded; allocation of funds for further development of the leadership team structure; financial support for parent publications; reallocation of funds and additional new revenues to support specialized services for exceptional children; teacher representatives from East High School should serve on faculty councils of middle schools.

6. Active teaching of logical thinking and decision making should start at the elementary level and be integrated into the teaching in all classrooms.
   Actions that appear necessary: the Board of Education should reemphasize logical thinking and decision making as major instructional goals; providing inservice training courses that include both teaching and assessing logical thought and decision making; more emphasis to involving students in daily decisions that affect them in the classroom.

Assessment: Preparing Students for 1985

The word "assessment"—long bellowed openly in federal buildings, national assessment offices, and state capitols—is finally gaining acceptance as something an administrator can say above a whisper in his own home district. But, some national and state officials would add, he should not only say the word but become familiar with its implications—which can have resounding effects on education in the future.

One example of a local system already three phases deep in local assessment is the Atlanta (Georgia) Public Schools. The overall objective of Atlanta's assessment project, currently in its second year of funding under Title III, is to find out if 17-year-old students and nonstudents in Atlanta are prepared to successfully cope "with life in the Atlanta of 1985."

Several immediate concerns are readily apparent in such an objective:

- What will life be like in Atlanta in 1985?
- Who's to determine the definition of successful coping?
- How do you adequately assess the school's role?

To answer such questions, the Atlanta Assessment Project broke its activities into five phases; (1) planning; (2) establishing goals for education in the Atlanta of 1985; (3) developing behavioral objectives that adequately represent each goal; (4) developing objective-based, criterion referenced measures to determine achievement; (5) administering tests and subsequently using test results to make administrative and instructional decisions.

Where To Begin: Goals

Atlanta started its assessment project by first studying the "Goals for Education in Georgia" approved by the State Board of Education in early 1970. Three groups of participants—a total of over 1,000 Atlanta citizens, educators, and students—evaluated the state-approved goals and then added to those goals to come up with a set of 121 goals for Atlanta students. The top 10 goals, ranked in order of importance, are:

1. The individual attains the basic skills of communication, i.e., he is able to listen, speak, read, and write.
2. He recognizes that every man has the right to participate freely in society as long as the rights of others are not violated.
3. He understands and respects himself—his abilities, interests, values, aspirations, limitations.
4. He has the skills necessary for further study or for entry directly into the world of work.
5. He has concern for his fellow man.
6. He is able to set personal goals.
7. He has the desire to preserve the rights and property of others.
8. He supports the free and voluntary exercise of religious choice.
9. He is able to communicate feelings, ideas, and information.
10. He understands and accepts the responsibilities and privileges of citizenship.

Writing Behavioral Objectives

After the goals were determined, the next critical step in the assessment project was to move from the generally stated goals to a specific way of measuring whether the goals are being achieved. Seventy-seven teachers were first given training in writing behavioral objectives and then put under contract to write objectives in their spare time. Problems soon cropped up. "In retrospect," says Project Director Ray L. Swigert Jr., "the number of teachers was too large, and their activities too scattered. Their fatigue after a full day of school was a detrimental factor." Finally, six "hand-picked" teachers were assigned the task of producing the objectives as a full-time summer job.

The teachers were given more than 15,000 behavioral objectives collected by the project from various sources as initial input to writing the objectives. Once they were separated into those that were terminal and those that were not, they were organized, categorized, subcategorized, and coded to tie in with the specific goals of Atlanta's educational goals for 1985. Each objective that survived the process was then coded to a specific level of the cognitive, affective, or psychomotor domain.

This did not end the process, however. Sweigert explains why: "Since no rigorous technique has been developed for determining minimal levels of mastery needed to 'successfully cope' with life in the future, it remains a judgment as to whether or not an objective satisfies this condition." What this means is that the objectives were subjected to outside reviewers and then returned to the team of teachers for final revisions. When that is completed, Atlanta will be ready to take on phase four—developing objective-based, criterion-referenced measures to determine student achievement.

Phases IV and V

Atlanta will contract with an outside agency for the measurement development phase of the project, with pretesting of the items in the Atlanta Public Schools on a sample of the target population. The content validity of the items will be determined by the teachers who wrote the objectives and by other reviewers, both within and outside the school system.

The fifth and final phase of the project, to be completed by March 1975, will produce the first round of test results to be used in administrative and instructional decision making. From that point, the school system will have 10 years before real-life accountability in the Atlanta of 1985 will determine the validity of the projected goals and their measures.

Information for this article supplied by Project Director Ray L. Sweigert Jr.

A Profile of Change: Westlake, Ohio

An atmosphere of mutual trust and collaboration can exist in a school system if the school administration will set its sites on achieving a number of objectives: increased job satisfaction, more positive interpersonal relationships and, especially, greater participation in creating policies and plans.

Such glib phrases easily roll off the tongue of an educational dreamer; making the "dream" a reality comes harder, if the experience of the Westlake (Ohio) City Schools can be deemed typical of a system undergoing dramatic change.

The Westlake district wound up a three-year Title III-funded project in "Participative Management" in Ausust 1973, but the ramifications of the project will occur for a long time to come. Assistant Superintendent Paul Smith admits the district is not as far along as it expected to be at the end of the project, but "teachers are more relaxed," the entire K-12 instructional program is undergoing massive study and revamping, and other changes for the better are occurring.

What Is Participative Management?

In defining what the project means by the term "participative management," Smith says it calls for individual responsibility and accountability by teachers, administration and staff. He contrasts it to pure democratic management which, he says, calls for rule by majority. He further states that in Westlake's view of participative management, the designated leader works closely with all members of his group in encouraging their active participation in management. Based on their input, however, the leader then has the responsibility and authority to make the final decision.

Goals and Objectives of the Westlake Project

Westlake got its Title III project under way in 1970 by listing priorities:

1. Assessment of the needs for improved participative management by teachers, administrators, students, and parents.
2. Conducting a training program in participative management for all teachers and administrators.
3. Formulating performance objectives directed toward needs.
4. Generating and evaluating alternative solutions.
5. Implementing selected alternatives.
6. Developing a model for participative management which could be transferred to other school districts.

Assessing the Needs: An Area of Controversy

The first objective, assessing the needs, resulted in a traumatic first year for the project. A comprehensive assessment of needs, carried out with the assistance of Battelle Memorial Institute's Center for Improved Education, pointed up the inconsistencies and contradictions between a 1968 Board-approved statement of philosophy for the district and its 1970 day-to-day working operation which concentrated on means rather then ends, according to Smith.

Needs assessment questionnaires (with questions specifically aimed at seven different groups) were developed by Battelle and submitted for approval to a steering committee, consisting of the superintendent, assistant superintendent, a board member, two principals, and representatives of the Westlake Teachers Association. The committee members admitted they had "some reservations" about the "humanistic" slant of the document; thus, they made some slight "editing" changes to make the items "have relevance to the local situation."

The opinions of seven groups were sampled: 250 high school students, all 175 teachers, 150 citizens, all 11 administrators, 150 elementary school parents, all 70 supportive (noncertificated) staff, and all 5 board members. Each needs survey included a statement that it had been developed by a planning committee that included representatives from the faculty, administration, and citizens advisory board "in an attempt to make your school more responsive to those it serves." It went on to define "need" as the "difference between what exists and what should exist." Students were asked to respond to 90 items; teachers, to 198 items; administrators, 216; community members and parents, 125; board members, 143; supportive staff, 79.

Assessment Identifies Critical Needs

The seven groups identified 219 "critical needs" in 13 areas. Battelle capsulized the critical needs as follows:

1. A clear statement of the school district's mission, goals, and objectives.
2. A totally integrated curriculum from K-12.
3. An individualized instructional program that is

The Crux of the Problem: Communication

In April 1971, Battelle presented its findings, based on a 98 per cent response, to the district. Students and teachers adversely commented on the communication system within the district and the amount of their participation in decisions made concerning them. Likewise, supportive staff cited the major problem as one of communication and feedback—not only with the administration, but with professional staff and their peers. Although community members also stressed the need for better communication between them and the schools, their main concern was "the spending of their tax money—especially for what they considered 'frills.' " Parents generally expressed satisfaction with the system although some expressed concern with the Battelle questionnaire, stating that the items were difficult to interpret or they did not understand the purpose of the survey.

Information for this article supplied by Paul Smith, Assistant Superintendent, Westlake City Schools.

directed toward helping each student learn to manage his own process.

4. The encouragement of educational innovation.
5. A differentiated staffing pattern for teachers.
6. Introduction of a Planning, Programming, Budgeting, Evaluation System.
7. Establishment of an effective inservice education program for both the teaching staff and the administrative staff.
8. Improvement of communication and cooperation throughout the system.
9. Evaluation of staff performance for the purpose of improving performance and rewarding superior performance.
10. Design of a procedure for systematically evaluating and revising the educational program on a continuing basis.

The critical needs list drew fire from planning subcommittees that were asked to review the list. Therefore, the board asked them to turn in their own list of priorities to the planning committee as a whole. The board likewise criticized the survey, as did the administrative group which said it believed "the survey instrument used was designed to state in a positive way only a humanistic philosophy of education and therefore does not afford persons with differing points of view equal opportunity. This, in effect, predetermines the future direction of our schools, supposedly based on a mandate which in actuality may not exist." (An interim report on the project notes, however, that board members and administrators did not take advantage of the opportunity to record any differing views on the needs questionnaires they filled out, although each questionnaire specifically asked for comments and allowed one-half page of space.)

A teachers subcommittee also blasted the survey, citing what it considered "inherent problems," including one charge that "the Battelle survey was imperfectly administered and was not completely anonymous."

At this point, the Board expressed additional concern about the variance between the Battelle results and the recommendations of the planning committee. Further, it questioned the policy of "complete dependence upon the Battelle staff for inservice and consultant help."

What finally emerged in June 1971 was "an integrated set" of recommendations for action during 1971-72 put together by the project director and approved by the Board. Five objectives and deadlines for completion were established:

1. By Oct. 15, 1971, the Board of Education will develop a statement of principles, of the ultimate goal of the Westlake Schools and of systemwide objectives. (This objective was met in August 1972.)
2. By Oct. 1, 1971, a committee on communications will develop a report for improving communication with the school community.
3. A leadership team of elementary teachers, secondary and special teachers will be trained to write terminal, department, and subject objectives.
4. A workshop will be held for middle management, the officers of the Westlake Teachers Association, and the Superintendent's Advisory Committee.
5. Examination of other alternatives and suggestions will be made as they arise from the study.

First Year Evaluation: Slow

At the end of the first phase of the project, the project director admitted that "changes in Westlake's education program have moved at a snail's pace when compared to the giant strides taken in business, science, and other areas. . . . Progress and reform are clearly in order." On a somewhat discouraging note, the director added, "At the outset it was felt that though many participants would accept progress as a satisfactory outgrowth, they would not so satisfactorily accept change as the instigation of progress. The threat of the humanistic philosophy of education was greater than anticipated." Some encouraging signs were noted by the director, however. He said the supportive staff had taken especial interest in the project and teachers were pleased to be heard as part of the planning committee recommendations.

Meanwhile, another phase of the project—a training program in participative management for all teachers and administrators—ran into snags. Although a series of lectures was intended to be held for all teachers and planning committee members, attendance was limited to a selected group of participants. The lectures and discussions were videotaped for later use by building staffs, but this idea "met with little enthusiasm by the staff." Two additional sessions on "humanistic education" and "a strategy for educational redesign," according to a project report, led to comments such as "Although we believe in a humanistic philosophy, it cannot be imposed this way."

The Second Year: Another Assessment

In the second year, staff members began to develop a comprehensive plan for an integrated and articulated K-12 program, starting with the writing of learning objectives. According to Smith, "the need for the development of a hierarchy of objectives became evident." He also notes that the Battelle staff had pointed out the need earlier but "the Board of Education, the administration, and the teaching staff felt such a concept was not in order at this time."

As a guide to setting up learning objectives, many resources were available. One, a summary of five questionnaires sent out by the well-established Citizens Advisory Committee to the classes of 1966 and 1967, suggested the district needed improvement in teaching reading skills, in offering a broader course selection including humanities, in providing better guidance during and after formal education, in providing "better teachers," and in offering "improved language instruction."

Employers who responded to one of the surveys indicated they wanted schools to instill a sense of responsibility in students; preferred emphasis on general education (basic math, English, and science); and said students needed an understanding of the free enterprise system. Employers cited "attitude" as the greatest deficiency in students seeking employment. Teachers listed eight areas of instruction needing improvement (top concerns were reading skills, spelling, and writing), and recommended greater emphasis be placed on individual problem solving.

A survey of the 1970 graduating class pinpointed some different concerns. Five improvements were requested: better training for noncollege bound students; skilled trade apprenticeship; individualized instruction for children with special needs; guidance in career decisions

and possibilities; and a notation that one method of teaching language (used by the school) was poor.

Due to the chaotic first year of the project and the doubts and concerns expressed about the original assessment questionnaire, a second assessment was conducted. This version asked teachers, administrators, board members, supportive staff, and a random selection of students "what actually existed in the district." It disregarded the other category included in the earlier survey—what should be.

In a May 1972 report summing up the second survey, the Battelle Center generally concluded the results were negative. "The focus of the negation," said the Center's report, "appears to center on the problem of poor communication among all the groups." It further stated that since good communication is a major element of participative management, it is quite possible that the concepts of participative management are really in existence but very few people are actually aware of them because of this lack of communication.

The report then further probed the question of communication. "An interesting aspect of this need for improved communication is expressed by the teachers, the administrators, and the school board members for a definition of their duties. . . . If these three groups do not understand their individual authorities and responsibilities, it would be very difficult to perceive whether or not participative management is actually taking place. . . . The overall problem of communication . . . appears at the crux of the situation." Battelle suggested improved communication and participation was needed throughout the system in such matters as the school budget, the school rules and regulations, the educational program, planning, and the dress code. The second largest need was one of "clear definition of job responsibilities and authorities."

The Third Year: Some Progress

By August 1972, the Westlake Board of Education developed and approved a list of priorities for the district "so there is no doubt as to where the Board stands," as it says in the preliminary statement. With its number one objective clearly stated ("The single reason for the existence of the Westlake School System is the student."), the board went on to detail its responsibilities as well as what it expects from the superintendent ("aggressive leadership") and other staff members. Included as well were district goals for students (with basic skills as the top item) and a statement entitled "Our Commitment to Communications."

As noted by Smith, the third year of the project found the district striving to incorporate the Board's overall objective and ways to include that objective in every aspect of the school program. In addition, the superintendent and assistant superintendent have been given a list of specific performance objectives "to implement procedures for staff selection evaluation, development, and utilization."

"Though the Title III phase of the project is concluded," Smith notes, "there is still much to be done before the participative management by objectives model is completed."

The Third Needs Assessment

Battelle concluded its part in the Title III project in July 1973 by readministering the needs survey that was given in May 1972, once again adjusting the questionnaire to cover both what respondents thought should exist in the district and what actually existed. Battelle then analyzed and interpreted its findings to find out how supportive staff, administrators, board members, teachers and students perceived the change in the activities and conditions at Westlake as indicated by the representative items on participative management.

Battelle concluded:

- The *supportive staff* saw the most improvement in the activities and conditions at Westlake.
- *Administrators* perceived "no overall change concerning the activities and conditions at Westlake." In fact, they were more pessimistic, judging by the following indications: "In the area of communication there is a greater need than existed in 1971." In the area of student participation, the situation has become worse. Coupled with the reduction in need indices, the administrators are saying they no longer view student participation in participative management as desirable as they did in 1971. In three items, they indicated the communication situation has become worse. Administrators did see some improvement in teachers' participation in participative management.
- *Board members* saw the least improvement in the activities and conditions at Westlake. They indicated the need has increased for parents and community members to be involved in participative management. They agreed with administrators that student participation is not as desirable as it appeared in 1971, but their reason for saying so was that students had already become more involved during the two-year period. They noted that board members and administrators were not communicating as well as they were in 1971.
- *Teachers* were similarly negative about the activities and conditions at Westlake. In fact, they indicated the communication between the school and the community was not as good as it was in 1971.
- Students' overall perception of the changes and conditions at Westlake did not change over the two-year period.

Battelle once again pointed out its outstanding conclusion of its involvement in the Westlake project: "In reviewing the results of the needs surveys, the most critical need that still appears to have the most significance centers around improved communication."

At the beginning of the 1973-74 school year, Westlake was putting into effect its objectives for the elementary math program and the elementary reading and related language arts—a positive outcome of the Title III project. In addition, it had under consideration major reports on comprehensive science and English programs for grades K-12. Smith concludes his assessment of the project with a hopeful note: "Although participative management by objectives will require time for implementation, it should reduce the time the school administrators might have to spend in putting out fires."

And, as a possible benefit that may result from the project, he lists one that was increasingly stressed throughout the three years of the project: "The public will be well informed with respect to the educational system—its objectives, its problems, its programs, its resources, and its accomplishment."

Decentralized Decision Making: On the Way In

1. Decision making should reside at the school building level since this level can be most responsive to the unique needs of diverse communities.

2. The central office is responsible for providing leadership and support to the school building staff as monitoring and controlling school operations.

3. The school building principal and staff should be responsible for assessing needs, establishing or selecting programs, and planning a budget that will suport the locai priorities.

4. Monies should be allocated to the individual schools on an equitable basis.

5. Information concerning student indicators of educational growth and the effectiveness of the school system must be collected, organized into meaningful units, and reported to the community.

6. A comprehensive information and dissemination system is essential for decision making at all levels. In particular, classroom teachers are to be viewed as key educational managers who require specific kinds of student and resource information.

The six goals detailed above form the basis for "The Toledo Plan," a Title III-funded project which completed its first year of operation in 1973. The major goal of the plan is to decentralize decision making in the Ohio district.

Three building-level activities—needs assessment, finance/budgeting, and selection of instructional systems —were identified by Project Director David Mertz as key components of a model for decentralized decision making. Consequently, the first year's activities focused on designing prototypes in each of these areas. Details follow:

Needs assessment: The key to assessing the needs of the district was to ask parents, teachers and students how they perceived the schools. Three elementary and secondary level questionnaires were used to sample opinions from randomly selected persons. Individuals responding to the secondary survey, for instance, were asked whether the school gives adequate emphasis to the teaching of basic skills (reading, writing, arithmetic); whether the social studies programs in use in the schools helped students develop the skill necessary in the modern world; whether the school's extracurricular program was meeting the needs of most students; whether school discipline was firm, fair, and sufficient; and whether the school communicated effectively with the community.

Finance/budgeting: Included in this component were an allocation formula to distribute funds, a prototype set of budgeting procedures, a budget manager's handbook and increased data processing capabilities. Some new steps were taken. Although the actual allocation formula was based primarily upon the per-pupil expenditure history for the various schools, compensation was made on a building-by-building basis for other factors such as teacher longevity, unusual maintenance costs and special program needs. The budgeting procedure allows budget managers to be responsive to program needs. A new Office of Budget Management links school building and central office operation. Although individual principals make decisions about their building budgets, the Office of Budget Management monitors building expenditures and accounts. The principal receives additional help in his role as budget manager through a refined accounting system utilizing data processing capabilities.

Selection of instructional systems: The project staff decided to focus on output and to provide as much individualized instruction as possible. An "instruction by objectives" system was initiated for the teaching of elementary-level reading and math. Project staff members are currently conducting feasibility studies to determine if such objective-based systems are also suitable for the science and social science disciplines and for use at the secondary level.

Future plans for the Toledo project are all tied to the first year's activities. Each of the individual components needs refining and they must be more closely linked together, Mertz says. He also admits that although "each of the products may be useful as an isolated unit, only with such linkages is the model for rational planning and decision making possible." He notes that the information/dissemination component of the plan will be especially emphasized in the second year of the project.

Why do all this? Mertz replied as follows: "The planning process provides the additional data and decentralized decision making capability to make school activities more defensible and visible. These activities focus upon the effectiveness of the system, schools, and programs—not individual teachers."

Information for this article supplied by David C. Mertz, Project Director.

PPBS: A 'Reasoned' Approach to Management

The Western New York Planning-Programming-Budgeting System (PPBS) will not lead to reduced costs, nor will it suddenly make school personnel more accountable, according to John Murphy, senior planner for the Board of Cooperative Education Services (BOCES) in Erie County, New York. What PPBS will do, Murphy says, is to give school administrators "a reasoned approach to school management."

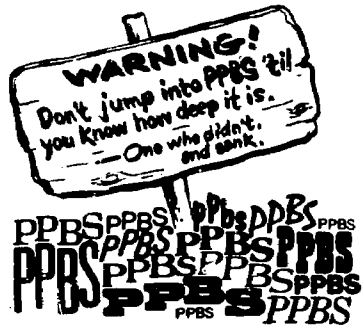
It might also give the superintendent a lot of headaches, particularly if he's the type who gets involved because he thinks PPBS is a good thing, but then bails out when he realizes the required depth of commitment and shared decision-making. One authority on PPBS says the main goal for such a system is to improve instruction, but a secondary reason, perhaps equally important, is to get educators to start asking, "Why am I doing this? Does it make sense or is it simply habit or tradition?" Such questions make some adminstrators extremely uncomfortable—to the point where they decide they have no use for PPBS, according to the authority.

How the Model Evolved

The Western New York PPBS project, funded under Title III from 1969 to 1972, developed the PPBS model, field tested and revised it and then started to assist local school officials interested in implementing PPBS.

During the three-year development time, involvement was the key word. Early planning for the model was completed at the State University of New York at Buffalo, under the direction of Chester Kiser of the Department of Educational Administration. Then local school districts and school officials became involved by giving advice on model format, content, and evaluation. Four New York districts agreed to test the models. (As of October 1973, one of the districts was still deeply involved with PPBS; one dropped out completely; one was slowly implementing the concept building by building; and the fourth is limiting its use of the PPBS model to "some of the techniques and training materials.")

The Western New York Title III Center for Regional Planning provided staff to develop and pilot test the model and disseminated information on the project throughout the state. The Title III Center at the New York State Education Department provided fiscal support and suggested changes which influenced the model's final format and content. The Erie County BOCES entered the project in its second year of Title III funding after the local education agency advised staff members to establish PPBS as a service to local school districts.



How the Model Works

The PPBS model follows the format of a systems manual and contains illustrative policy statements and functions lists, an organization chart and 40 detailed procedures and supplementary appendix items. The procedures—which Murphy calls "the heart of the model"—breaks specific planning, programming and budgeting tasks into a series of sequential behaviors leading to the accomplishment of each major task.

One procedure, for instance, tells how to prepare a five-year forecast of pupil enrollment. Of 32 specific steps that must be completed to project the enrollment, 17 can be done by a clerk-typist, according to the systems manual. This point illustrates one of the prime concerns of the PPBS model, i.e., suggesting who should be responsible for which assignments, thus eliminating a situation where an administrator does tasks he should assign to someone else.

The Focus of the New York Model

While agreeing that the "B" of PPBS—budgeting—is important, Murphy says "we do not feel that it is the most important or the most difficult component." What is? Planning and programming, according to the New York model, should be emphasized, and always with improvement of instruction as the final objective. Another major goal is determining how the many activities of an organization fit together. This leads to the planning part of PPBS.

Planning: Getting Prepared

Planning basically means finding out the needs and concerns of the district, setting systemwide goals and objectives, and developing a communications set-up that keeps everyone informed. The nine steps in planning as identified in the Western New York PPBS model, are:

1. Selecting individuals to serve on a community planning council.
2. Identifying community influences.
3. Conducting a community survey.
4. Sampling opinion from national sources.
5. Forecasting the school district's population.
6. Collecting demographic information that can be used in decision making.
7. Forecasting school district enrollment.
8. Forecasting school district revenue.
9. Finding out what staff, students, and community see as the needs, problems, and successes of the school district.

Information for this article supplied by John Murphy, senior planner for Erie County BOCES.

Sample Procedure: Western New York PPBS Model

SUBJECT: Developing and Implementing a School District Program Budget

Responsibility	Action
School Business Administrator	1. Obtains copies of the district's curricular-fiscal plans for each program. 2. Updates revenue data forecasts. 3. Determines amount of financial support to be raised locally.
Board of Education	4. Presents curricular-fiscal plan (including revenue forecasts) for the district to the District Planning Council (DPC).
DPC	5. Reacts to district curricular-fiscal plan.
Board of Education	6. Studies suggestions from the DPC.
School Business Administrator	7. Compiles curricular, fiscal, and statistical data for each program category, program, and program element into the staff program budget document.
Board of Education and the Educational Planning Council	8. Reviews completed staff program budget document and suggests revisions.
Board of Education	9. Adopts the proposed staff program budget.
School Business Administrator	10. Drafts a summary version of the staff document for public dissemination.
Board of Education	11. Adopts summary version of the program budget for public use.
School Business Administrator	12. Prepares materials necessary for budget presentations to the public. 13. Disseminates program budget to the community through the office of the Chief School Officer.
Board of Education/District Planning Council	14. Presents and explains the program budget to the community.
Community Residents	15. Vote on the proposed budget.
School Business Administrator	16. Establishes/reviews the account code structure necessary to account for expenditures by program and to produce the required reports. 17. Accounts for expenditures by program. 18. Provides necessary financial reports to Program Element Coordinators, Program Directors, and Chief School Officer according to predetermined schedule.
Program Element Coordinators, Program Directors, Chief School Officer	19. Reviews financial reports and reallocates resources if necessary. 20. Notifies the Board of Education and the Business Office of changes requiring approval. 21. Approves and disseminates annual curricular-fiscal plans as necessary. 22. Approves and disseminates annual curricular-fiscal report to the community residents.

Programming: The Action Step

When the initial planning is completed and the district knows which way it wants to head, the next steps are action-oriented and fall under the general heading of programming. In the New York model, they include:

1. Developing a school district program structure.
2. Setting objectives at the building, department, and classroom levels.
3. Relating activities and expenditures to objectives and purposes.
4. Improving communication.
5. Evaluating activities.
6. Projecting expenditures.

Budgeting

This component is played down by the New York model and here it differs from many other models used around the country. The New York model details three procedures to be followed in budgeting:

1. Developing a program budget.
2. Presenting and explaining the budget to the public.
3. Providing expenditure reports to program managers.

Additional Parts of New York Model

Another component of the model is called the Instructional Systems Analytical Study (ISAS). It includes a set of detailed procedures for studying a specific curriculum problem and for developing cost and benefit estimates of potential alternative solutions.

In addition, a set of self-instructional training materials are provided by BOCES to any district interested in adopting its model. The rationale for such materials can be boiled down to one word: money. Murphy readily admits that considerable staff training is necessary for a district to implement PPBS and, in some cases, "the training cost of using consultants could be high enough to discourage a district from implementing PPBS."

The self-instructional materials are of two types: concept lessons and performance guides. The five concept lessons basically explain PPBS and how it operates. The 16 performance guides include checklists, examples, worksheets, and narrative directions for the persons charged with specific PPBS tasks, such as forecasting enrollment, developing cost estimates, drawing a random sample, or completing a program analysis document. BOCES suggests that any district thinking about implementing PPBS should have on the staff at least one person who is well grounded in PPBS; otherwise consultant help will probably be needed.

The Erie County BOCES recognizes Title III for the basic support provided in developing the PPBS model and in assisting school districts in and outside of New York State in implementing PPBS. And, with five years' experience as background, a BOCES spokesman warns: "If PPBS implementation is rushed into without realistic expectations, the probability of failure is high. PPBS can be a vehicle through which staff and community work together to improve instructional programs, but the process is evolutionary and the changes will be incremental."

Fitting PPBS to Educational Need

Is it possible to use comprehensive PPBS in a small school system (2,000 students, grades 1-12) with no computer service available? Operating under a Title III grant, the Batesville (Ark.) School District decided to pursue that question in terms of what it wanted from the system.

The Batesville project is based on two points: PPBS takes three to five years for full implementation, and it has to be planned and "sold" according to district's needs and desires—particularly to those who feel "threatened" by unfamiliar innovations. The target chosen for the system was the elementary schools, including development of a complete long-range plan and specified interim targets.

The elementary language arts program (reading, English, spelling and handwriting) was selected as the target during the first year, with mathematics and science in the second, and all other elementary programs in the third year.

In the *planning* stage for the first-year program (language arts), teachers learned the difference between a "performance objective" (what is expected of the learner) and a "process objective" (what the teacher must do to make sure the learner attains the performance objectives). Teachers were assisted at this stage by elementary principals and the project director.

In the *programming* stage, the issue was one of figuring out how to do the work laid out, bearing in mind both the resources required in terms of space, materials, people, and money, and the estimated benefits. Final decisions were made by the teachers, who will ultimately be responsible for the activities.

In the *budgeting* stage, the school district decided to structure programs on the basis of subject areas, with emphasis on the direct and indirect costs. This meant, for instance, that the program's top priority for the first year—language arts—received 50 per cent of the $393,000 allotted to all elementary school instructional programs. Other costs making up the $670,000 elementary budget were then broken down by actual cost plus prorated administrative costs for three types of services: (1) direct instructional support programs, (2) services to students, and (3) ancillary and indirect support.

The district defines its particular type of PPBS in terms of what it wants from the system: "PPBS is one answer to devising a system in which the traditional instructional programs will become more clearly defined and will provide knowledge of how well an effort produces educational results that are in keeping with the desires of the community."

Information for this article supplied by Project Director John H. McCuin.

MBO for 20 Rural Schools

Twenty small rural school systems in southeast Georgia are receiving individualized, yet combined, services as they attempt to upgrade administration through a management by objectives (MBO) approach. Superintendents of the 20 systems, all part of the First District Cooperative Educational Service Agency (FDCESA), fully support FDCESA's approach to MBO which has two basic aims: (1) minimizing duplication and conflict; (2) coming up with a workable model for each system, depending on its needs.

How the Model Operates

FDCESA's model for management by objectives includes six steps:

1. *Determine general goals and area needs.* Two statewide research projects laid the foundation for cooperative goal setting in Georgia: the "McClurkin Report," which indicated the financial feasibility of sharing services across county lines; and a "Short Range Needs Assessment for Georgia Schools," which revealed the variety of social, economic, and educational problems in the rural areas served by FDCESA.

These two reports led to enabling legislation providing for educational service agencies in Georgia. As one of the agencies, FDCESA, supported in part by ESEA Title III, established seven goals for its cooperative districts. Among them: to improve the rate of learning to read, and to improve purchasing practice in order "to effect economy and to improve quality control."

2. *Employ personnel who can carry out established goals.* FDCESA attempts to recruit members for a management team from the member school systems. Qualifications for such personnel include "a tract of excellence" and good communication with the total educational community, according to Project Director Charles Coleman.

Seven coordinators—each a specialist in his field—assumes full authority to manage activities in the areas of language arts, mathematics, science, pupil personnel services, special education, vocational-technical education, adult education, and purchasing. All personnel are employed on a contractual basis and are approved by the Board of Control (composed of area superintendents).

Coleman notes that coordinators and their staff members tend to be relatively young, energetic, and enthusiastic. Their salaries are based on job classification rather than on certification or experience.

3. *Conduct a needs assessment.* This step of the MBO model concentrates on determining what to measure and to what extent. The general goals, established under step one, serve as a baseline in determining how much change is needed in a given area.

The needs assessment in each school system starts off with a half-day session involving all seven coordinators of FDCESA and all local leadership personnel—superintendents, curriculum directors, principals, and local directors of federal and state programs. The local district must agree on the criteria used in the needs assessment and the areas of local need, when measured by the criteria. For instance, seven criteria have been established by FDCESA's Division of Language Arts. The FDCESA consultant uses a checklist of a varying number of items to find out how well a local district is meeting each criteria. One of the criteria and the checklist items appear on page 17.

4. *Research measurable objectives.* After each division analyzes the needs assessment for the school system, objectives are written and submitted to the local leadership where they may be accepted as is or modified as needed. Simply stated, the objectives specify what the system will do—not what the FDCESA consultant will do—to meet the needs pointed up by the needs assessment and the criteria for an exemplary program.

5. *Develop workable plans.* First commenting that "research abounds with examples of conflict between the supervisor and the supervised regarding their respective roles," Coleman notes that the problem is minimized with the introduction of a clear-cut definition in a work plan which describes in detail the intended inputs and the expected outputs. This means defining who will do what; and when, where, and how it will be done.

6. *Develop a feedback system.* FDCESA stresses the importance of regular feedback between it and the school district involved in the project. Detailed records evaluate the amount and type of effort toward attaining the goal by both school system and FDCESA consultant. A contracted evaluator uses the accumulated records to compile an annual report for the project which is in turn subject to inspection and criticism by a contracted program auditor.

Coleman deems FDCESA's MBO model as one that is acceptable to its 20-client systems because it offers a venture in "change by choice" for school administrators.

Information for this article supplied by Charles L. Coleman, Director of the project.

Sample Criteria—Division of Language Arts

Criteria "A": An exemplary language arts program is aimed toward specific and valid goals. Participation in the establishment of these goals and their unanimous acceptance by staff members are imperative.

Needs Assessment Checklist:

1. Objectives for the reading program are in existence:
   a. in concrete form Yes____ No____
   b. in preparation Yes____ No____
   State form and date of preparation of objectives
   _____
   _____

2. A sequence of skills has been established
   Yes____ No____
   A sequence of skills has been utilized
   Yes____ No____
   Evidence of utilization_____
   _____
   Sequence based on_____
   _____
   Sequence extends through grades:
   1 2 3 4 5 6 7 8 9 10 11 12
   (check highest level)

3. The developmental reading program is coordinated systemwide Yes____ No____
   Means of coordination:
   ____Sequence of skills
   ____One basal reader series used as core
   _____
   ____Reading coordinator (Name:_____
   _____
   ____Lead Teacher
   ____Other (Describe:_____
   _____

4. Objectives for the English *program* are in existence:
   a. in concrete form Yes____ No____
   b. in preparation Yes____ No____
   c. state form of objectives and date of publication _____
   _____
   _____

5. Objectives for each English *course* are:
   a. in concrete form Yes____ No____
   b. in preparation Yes____ No____
   c. state form of objectives and date of publication _____
   _____
   _____

6. Objectives for the English program and for courses were established with reference to:
   ____state guide
   ____teacher planning
   ____other

7. The English program is coordinated systemwide Yes____ No____
   Means of coordination:
   ____teacher syllabus (objectives)
   ____utilized (give evidence of utilization)
   _____
   _____
   _____
   ____department heads or language arts coordinator
   ____other (describe: _____
   _____
   _____

School Information System: Effective!

"When decision makers are provided with relevant, timely, reliable, and valid information, they are able to make more rational decisions than when information is left to chance or guess."

—James N. Jacobs, Assistant Superintendent, Cincinnati (Ohio) Public Schools

The School Information System (SIS) developed by the Cincinnati (Ohio) Public Schools provides sound information for making decisions based on what the district wants rather than what political pressures dictate. That's only one advantage, however, for a centralized information system in the 102-school district, according to Assistant Superintendent James N. Jacobs.

Money is a second motivating factor. In order to acquire federal aid, a district must be able to put its hands on a mass of information about the district, staffing, pupils, costs, and needs. It's not so much a question of not having the requested information, Jacobs says. Particularly in a large system—where the number of requests for information by parents, agencies, the public and staff can be overwhelming—the main problems are providing needed information in a reasonable amount of time and in an understandable manner. That's where SIS comes in.

The rationale for such a system is simply stated by Jacobs: When decision makers are provided with relevant, timely, reliable, and valid information, they are able to make more rational decisions than when information is left to chance or guess. With the goals clearly identified, Cincinnati asked for and received Title III funds in 1970 to get the SIS project off the ground. Many of the information needs had already been identified and quantities of data were stored in "rudimentary" fashion for three years prior to grant approval.

The most important question for the project staff was pinpointing how the data would be collected, i.e., on the basis of 75,000 students affected by the SIS operation, classes (teachers), school, or school system units. Although gathering information on individual students would be more comprehensive and would allow the district to then aggregate the students by other categories, district administrators decided to forego that method due to prohibitive costs for development and maintenance. The school unit information system was adopted, instead. This means the information is most useful to school principals and is of secondary usefulness to area directors, supervisors, the superintendent and board of education and, to some extent, teachers.

Input: What's Collected

SIS focuses on information that can have an effect on the operation of education programs in all of Cincinnati's 102 schools rather than just backstopping information needs on the budget, salary, scheduling, and inventory. "We are interested in serving educational decision makers whose responsibility is to contribute to the running of a school and to assist them by providing quality information on those educational variables that have a significant impact on positively changing the behavior of students," Jacobs says.

What kinds of information should be collected (input) and reported (output)? This is a key decision for any administrator who wants to use computer facilities to better manage the educational system. Cincinnati lets principals and administrators determine annually the kinds of information they need. Some basic ground rules have been established, including:

- Readily available and retrievable data such as achievement test scores are more apt to be collected than those calling for a "new" category of information. For instance, a principal who requests information on the proportion of broken homes in his area would probably be turned down, simply on the cost factor in gathering such information. Such a variable would be considered if many administrators voiced their need for such data.
- The wider the need for a given variable, the more likely it will be collected and reported. "Wide need" is usually defined as including all elementary, junior and senior high schools in the system. If all secondary schools wanted information on drug usage, a survey would be conducted and the information reported through SIS. If only one school asked for such information, it would not be reported through the system.

Collecting Information: Everywhere

Where does the district collect the information it feeds into SIS? Practically everywhere. Within the school system, regular contributors of information include the testing department, staff personnel, psychological services, the clerk's office, and the food services department. Additional information is gathered from outside agencies. The Board of Elections provides school voting records on levies; the Police Department codes incidences of delinquency by school (rather than pupil identity) when arrests are made. The U.S. Census Bureau provides data on the socioeconomic status of a school attendance area. The Welfare Department provides data on the proportion of children from welfare families. The list goes on and on, but the examples cited give an idea of the types of questions that can be answered through the 800 data variables per school collected from various sources and reported by SIS.

Output: What the User Gets

SIS reports cover each regular school from 1965-66 through the most recent academic year. Each variable is reported in three statistical breakdowns—by absolute number, percentages, and district averages. For instance,

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Information for this article supplied by James N. Jacobs, Assistant Superintendent of the Cincinnati (Ohio) Public Schools.

ESEA TITLE III

CINCINNATI PUBLIC SCHOOL INFORMATION SYSTEM
DIVISION OF PROGRAM RESEARCH & DESIGN

Eastern Hills (315) MAY - 1972

G O A L S U R V E Y
Percentage by Group Selecting Each Goal

G O A L S	S T U D E N T School Unit	S T U D E N T Junior High System	T E A C H E R School Unit	T E A C H E R Junior High System	ALL ADMINISTRATORS Junior High System T O T A L	P A R E N T S School Unit	P A R E N T S Junior High System
Number Responding N =	183	3,234	N= 29	608	N= 32	70	1,102
Good Health	33 %	36 %	17 %	21 %	15 %	17 %	21 %
Citizenship	26 %	30 %	62 %	50 %	53 %	58 %	53 %
Improvement of Basic Skills	33 %	36 %	65 %	69 %	81 %	62 %	54 %
Job Training	67 %	69 %	37 %	37 %	37 %	60 %	64 %
Self-Development	39 %	33 %	55 %	47 %	62 %	42 %	37 %
Talent Development	25 %	38 %	20 %	16 %	9 %	24 %	33 %
Leisure Time Activities	27 %	25 %	6 %	9 %	0 %	11 %	9 %
Sciences	25 %	27 %	10 %	11 %	6 %	38 %	25 %
Understanding Other People	50 %	43 %	41 %	49 %	59 %	28 %	33 %
Home and Family Living	31 %	33 %	17 %	20 %	12 %	14 %	15 %
Character Building	20 %	21 %	51 %	54 %	62 %	35 %	33 %

The junior high principal who receives the above "Goal Survey" can easily find out how students, teachers, administrators, and parents, in his own school and systemwide, rank 11 goals for schools.

a principal who wants to find out how students in his school are doing on tests could consult 110 variables on academic achievement aspects of testing, 15 variables on academic aptitude, and another 30 on physical achievement. If he wants to know how his certified teaching staff stacks up, he can consult five categories containing 83 variables: 10 on absence and attendance, 7 on composition, 8 on experience, 8 on pupil/teacher ratio, and 50 on teachers attitude survey.

In addition to pupils and staff, principals also have information on the school plant, per-pupil and total school costs, demographic characteristics (based on a parent attitude survey and census data), and special education.

Problems: Interpretation and Training

Obviously, major problems with receiving so much information is knowing what it all means and what to do with it. Once these two are licked, another problem —lack of complete acceptance by principals and other decision makers—seems to reverse itself, according to Jacobs. "We have found that when decision makers gain understanding of what SIS can do, their acceptance increases proportionately," he says, adding that continuing training for all administrators and especially new administrators is essential for the successful use of SIS.

Each principal receives a detailed explanation in a briefing session of each of nine annual reports on his particular school. In this way, any changes that might have occurred since the previous report can be explained and any questions for data usage and interpretation can be answered. The session also serves another purpose: administrative staff are asked at this time how the system can be improved to better meet their needs.

One of the initial reasons for starting the centralized system—that of providing the information when it is required and not a year hence—is also being conquered. Bernard M. Barbadora, research associate for the project, says special effort is being made in 1973-74 to get data to the users as soon as it's available rather than waiting until the end of the school year. Further, he says, "we hope to respond via computer terminal to specific requests for information on the needs of the individual school." In the past, all schools received the same standardized report.

How Is SIS Useful?

What do you do with computerized information except "bank" it in anticipation of a question that demands a research-backed answer? Plenty, according to Cincinnati principals as well as other users of SIS. One principal reported he was being seriously criticized by a community person for not serving enough free lunches in his school. Turning to the appropriate report he was able to respond that 23,000 free lunches had been served, thus ending the antagonist's argument. Most principals use the reports to assess the needs of the school and community and for evaluation purposes.

The SIS reports serve as a communication medium for the district. In addition to serving as the focus of staff meetings, the reports have been the center of discussion at community meetings and are frequently used on a one-to-one basis to answer the questions of specific staff members or parents. They provide helpful and easily located data as supporting documents for proposal development and have been used by various agencies such as Model Cities and for numerous institutional research studies, according to Barbadora.

Of the nine annual reports prepared for each school, principals expressed most interest in the *Student Report, Teacher Report and Parent Survey Report*. The three surveys resulted when a target population was asked specific questions with results reported by survey item per school and for the district as a whole. Each survey is summarized on one page, and is used mainly for needs assessment and goal development.

The *Goal Survey*, fourth in popularity, ranks the top selections from 11 goal statements given to students, teachers, parents and administrators.

A copy of the Goal Survey for one Cincinnati junior high school appears on page 19. The principal of such a junior high school gets some huge clues to the thinking of students, teachers, administrators, and parents on the top 11 goals in the district. He might note, for instance, that 33 per cent of his students chose the improvement of basic skills (reading, writing, arithmetic, and language) as one of four top priorities out of the list of 11.

Students and Parents Speak Out

Samples of the types of questions asked in the 30-question elementary school survey (in which the student checks "Agree," "Disagree," or "Undecided") include the following:

- I like my school.
- Someone from home has talked to my teacher(s) this year.
- I like reading.
- I like to work on my own.
- Schoolwork is too hard for me.
- Discipline is too strict in my school.

Parents, on the other hand, were given a chance to record their opinions on the third annual query conducted by the district in March 1973. The 21-question survey attempted to discover attitudes in four areas: the quality of instruction, school atmosphere, educational issues and school-community relations. Given the option to answer "yes," "no," or "undecided," parents were asked specific questions such as:

- Has the school done a good job of teaching your child basic skills such as reading and writing?
- Do you feel welcome at the school your child attends?
- Do you believe that a plan should be adopted to assure racial mixture in all schools?
- Would you like your child to learn more about job attitudes, career choices and job skills?

However, 65 per cent of the school's teachers ranked the same item as one of their top priorities, as did 81 per cent of all junior high administrators, and 62 per cent of the parents.

Another striking difference in priorities appears on the need for job training. While 67 per cent of the junior high students gave it top ranking, only 37 per cent of the teachers and the junior high administrators did so. Parents got closer to the student's preference; 60 per cent gave priority to job training in the goal survey.

Descriptions of the five additional reports follow (copies of all nine reports are available from the district):

- ☐ *Exceptional Characteristics.* Variables of more than one standard deviation above or below the district mean are isolated. Identifies major strengths or weaknesses and helps guide needs assessment and goal development.
- ☐ *Variable Printout.* A listing of several hundred descriptive variables on a school. Data is reported in raw scores, per cents and in relation to system wide averages. Considered the "bread and butter" report of SIS.
- ☐ *Factor Stanine Profile.* "The best single picture of the school." Twenty-two factors, based on 8 to 10 variables, are reported.
- ☐ *Achievement Forecast.* Graphical comparison between a school's "predicted" achievement (based on a variety of input variables) and the school's actual achievement (i.e., achievement test results) in reading, math, and physical prowess.
- ☐ *Trend Report.* Reading comprehension, pupil attendance and other selected variables are graphed over several years. Uses: to find patterns or trends, to make better predictions, and to provide historical background of a school.

Basically, SIS aims at meeting the information needs of the school principals. Consequently, they are the ones best able to evaluate its effectiveness. They do so by anonymous survey. The key question is: "How well do you feel you understand SIS reports?" Of 96 principals, responding to that question, 22 said "very well," 74 indicated "rather well." A second question on how much the principals actually use the nine annual reports produced by SIS also bade well for the system. Fifty respondents replied "monthly," 13 reported "weekly," and 12, "annually." Three principals said they used the reports on a daily basis and another 20 commented simply that they used the information "as needed" or "at varying times."

How Much Does It Cost?

Bernard Barbadora and James Jacobs estimate the cost of starting a system such as Cincinnati's SIS would be approximately $200,000 a year. One-half to three-fourths of that amount would go toward hardware and software costs. However, once the software has been developed and the system becomes a "turnkey" operation (under the system's management), the spokesmen estimate the cost would be approximately $75,000 a year.

As far as initial staffing for a center is concerned, the two Cincinnati administrators suggest the following: a project manager, a senior stenographer, a statistical clerk, 2 programmer analysts, and a programmer.

Computer System Aids Decision Making

The Pupil Accounting System (PAS) developed by the Fort Wayne Community Schools is on its way to becoming a model for the entire state of Indiana. Funded under a three-year Title III grant, PAS got its start in July 1970 with the realization by the Fort Wayne schools that such a system would (1) give school administrators and teachers a firmer basis for decision making and (2) use the educational dollar more effectively.

PAS collects, records, and disseminates timely information on pupil enrollment and withdrawal, scheduling of classes, attendance, grade reporting, standardized testing, geographical grid encoding, and other miscellaneous student applications. Donald Sell, director of data processing emphasizes that PAS is not one computer system but many working together and using a common data base.

The PAS concept of a central information file reduces the work required to keep files up-to-date, as a change made in any of the system will be reflected in all of the system. PAS collects information on Fort Wayne's 43,000 K-12 students on a one-time basis and then distributes it wherever and whenever needed—whether by local administrators and teachers or local, state, and federal agencies.

What Has PAS Accomplished?

The type of change brought about by PAS can best be illustrated by example: The pupil personnel department now receives a weekly updating of enrollment and attendance information. Previously, this information was sent to the department by individual schools at considerable effort for those schools. Schools are no longer required to post attendance information daily and then post it again to report cards, permanent records, and state reports. Today, all attendance figures are kept in the student's computer file and updated or listed as needed by school personnel.

Presently, enrollment data for each student is being collected one time on a student data transmittal document. This document is filled out when a student enters the school for the first time, and except for changes such as address or phone number, the information is never collected again. A number assigned to the student when he enters school for the first time is used each time he transfers from one school to another.

Benefits of the system have carried over to other departments, including the speech and hearing department, the testing department, the transportation department. Administrators, guidance counselors, deans and teachers are provided class lists, enrollment lists, attendance reports, and testing results.

Grade cards are processed each grade period, and teachers are provided a grade reporting form with their class enrollment listed alphabetically. Only one or two marks are required to record student grades. In the past, a card was produced for each student for each class scheduled, resulting in thousands of cards for each school. Today, one form is normally required for each class.

Grade point averages (GPA) and rank in class are figured automatically from the grade reporting system, and reports are prepared for each secondary school. These GPAs as well as any standardized test scores recorded for a student give an administrator or counselor more useable information at the time it is needed. One good example of making information available is the irregular attendance report printed weekly for students who are absent in excess of a predetermined number of days. In this report, the student's year-to-date attendance is listed along with ability scores, achievement scores in reading, language, and arithmetic, and GPA for counselors' use as needed when talking with students.

Production of many of the reports, after the initial collection of information is completed, requires little clerical effort other than keeping the student data current—resulting in a savings of both secretary and teacher time.

Future Benefits

The 1973-74 school year should be "much more relaxed" for school personnel because of their experiences with the Pupil Accounting System over the past year, Sell predicts. It should give school personnel time to consider the numerous possibilities for using the reports more advantageously. With accurate and current student information easily accessible, administrators and other school personnel can effectively use the system to help guide students through the educational process.

Information for this article supplied by Donald E. Sell, Director of Data Processing.

MBO's Use in Staff Evaluation

A Management by Objectives (MBO) system, effectively used, can help guide and evaluate student learning and serve as a basis for improving staff performance. In fact, the Amherst-Pelham Regional School District in Amherst, Massachusetts, found that an MBO system was needed for staff members before the district's goal of individualized, humanistic instruction for students had a chance. The system received financial help under a three-year Title III project, starting in 1971.

The school district, serving students in grades K-12, initiated the following sequential steps for its MBO program and set a completion date for each step:

1. Set district goals, objectives and priorities.
2. Determine responsibilities of each staff member; list performance objectives by priority; hold initial MBO conference with each staff member.
3. Gather performance data.
4. Complete evaluation reports.
5. Hold progress conference with each staff member.
6. Institute follow-up activities as necessary.

John Reynolds, Title III project director, says the MBO project helps the administrator better manage the school because it gives him the opportunity to get all staff members working toward the same general goal, rather than have each head in his own direction. The districts' teachers have generally accepted this type of evaluation, although they have the option of choosing traditional evaluation by their instructional chairman. Of approximately 250 staff members in the K-12 system with approximately 4,000 pupils, 65 per cent of the staff are under the MBO system. But the amount of participation varies. For instance, all staff members of one elementary school have chosen this type of evaluation while another elementary school staff is still wrestling with the question of whether or not to accept it.

How the System Works

Amherst started its MBO system with step 2 (above) since the district's goals had been cooperatively established early in the project. In carrying out step 2—determining responsibilities—the district drew on sample job descriptions for staff members, lists of abilities needed for each job and, especially, the participating staff member's own view of his job, as reflected in a "Focusing Form" prepared by him. As seen in the sample form on page 24, Counselor "John Doe" was required to list the general goals of his job, the job relationships (how he fits into the total staff), his key job objectives weighted by priority, and the way each objective will be carried out. (One additional category—the abilities required by the counselor to carry out his job—is not shown in this illustration due to space limitations.)

After completion of the form, Counselor John Doe was required to review it with his supervisor, Guidance Director "Elsa Smith," on a specific date—Sept. 1, 1972. Elsa Smith's role at this initial conference is one of reacting to the objectives set by Doe, making modifications where necessary and reaching an agreement with the counselor on the major objectives to be pursued during a specified period of time.

This could be a nervous session for the staff member but, as noted by Reynolds, "an environment of cordial and cooperative planning is sought. Differences are negotiated, and both supervisor and supervisee seek to develop a product which will clearly specify the primary targets to be pursued."

Both parties must understand and agree to the precise objectives called for; otherwise, steps 3 and 4 in the MBO concept—gathering performance data and completing evaluation reports—will falter. To help insure success, both participants to the conference set a date for discussing the progress made toward achieving the goals.

Reynolds says both participants benefit from the conference: the supervisor can better coordinate the efforts of those under his guidance and become more aware of the problems of his subordinates; the staff member can air his gripes, help develop whatever professional growth activities he needs and clarify the criteria that will be used to evaluate him.

An Added Benefit: A 'Helper'

By also stating the obstacles he sees for successful completion of his job objectives, the staff member then gains a "helper,"—his supervisor. In this role, the supervisor bears responsibility for providing the resources needed by the staff member to achieve his goal (e.g., inservice programs, released time, financial assistance, reference sources).

More cooperative efforts are sought in gathering data and evaluting the progress of John Doe. Teachers, department chairmen, building administrators and central office staff all share responsibility for gathering information. However, Reynolds notes that "while all staff members may enter this relationship with their immediate superior, elementary principals and instructional directors at the secondary level have direct responsibility for teacher evaluation."

In addition, all participants are encouraged to monitor their own progress in three ways:

- By recording activities as they are accomplished.
- By recording feedback from students, parents and others.
- By continuous review of objectives and daily activities.

Progress conferences, held several times during the school year, stress the personal growth aspect for indi-

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Information for this article supplied by John Reynolds, director of Amherst's Title III project.

AMHERST-PELHAM SCHOOLS -- Service Objective Focusing Form

NAME (John Doe) _____ TITLE (Counselor)
(Signature)

UNIT (Secondary School X)

REVIEWED WITH (Elsa Smith) _____ ON (September 1, 1972)
(Signature) (date)

A. GENERAL GOALS OF YOUR JOB:

1. Help students to gain knowledge of themselves and confidence in their own abilities and interests (testing, etc.)
2. Help students to define choices and options in their in-school and out-of-school environments (interpretation).
3. Help students to develop their own educational and occupational plans (course selection, placement, etc.).
4. Act as advocate for individual pupils to staff and non-staff members (personal problems, use of consultants, referrals, etc.).

B. JOB RELATIONSHIPS:

1. Responsible to guidance director and building principal.
2. Member of secondary guidance department.
3. Member of K-12 pupil personnel services team.

C. SERVICE OBJECTIVES:

Key Job Objectives	Priority Weight 3 = high 2 = average 1 = low	Expected Results in Measurable Terms
1. Use a system of purpose objectives to guide conference scheduling.	2	Have at least one objective written in advance for each scheduled conference.
2. Convince each counselee that I am his advocate.	3	At least 75% of assigned counselees will voluntarily schedule one or more meetings with me.
3. Contributing to accuracy of class scheduling.		Complete administrative scheduling records for each student on same day that student makes a course change decision.
4. Use analytic process to list critical elements for each student interviewed in response to a request for help.	1	Complete analysis card on each such interview to show indicators, problem, apparent cause, objective, and possible remedy.
5. Know options and their purposes in industrial arts.	2	Meet with industrial arts chairman and describe his program and its purposes to his satisfaction on or before Oct. 6, 1972.
6. Provide students with opportunities to discuss career options with specialists.		Implement an annual career day during which any student can visit a minimum of 2 of 3 specialists in small group discussion.
7. Implement rapid closure on all course placement problems referred me.	3	Meet with any counselee requesting a course change no later than one school day after said request and plan a scheduled course of action at that meeting.
8. Implement rapid closure on all parent requests for action on individual student problems.	3	Personally contact any parent requesting action and establish an action schedule no later than one school day after receiving the parent request.
9. Gather opinions from graduates on relevency and effectiveness of school programs and report same to appropriate departments and/or administrators.	2	Construct a questionnaire judged useful by all departments on or before January 5, 1973. Mail same to 1972 graduates, tabulate results, and distribute tabulation on or before June 1 of 1973.

vidual teachers. Evaluation, per se, is stressed mainly as a means of identifying avenues of advancement and improvement.

During the progress conference, objectives are revised or omitted whenever agreeable to both parties. If, for instance, a teacher needs help to meet his objectives, as pointed up in his progress conference, several avenues are open to the supervisor. He may provide direct in-class assistance for the teacher, obtain an outside consultant, seek peer help in converting a weakness to a strength, provide professional resource materials or provide inservice staff development programs.

Preliminary and On going Steps

As learned by the Amherst district, MBO doesn't just happen. Reynolds identified some of the steps taken by Amherst as it prepared for districtwide use of the system:

1. Providing sessions for all district administrators concerning the theory and practice of MBO. (These included case studies and discussions on resolving particular problems.)
2. Providing inservice sessions to all staff members who needed assistance in improving instruction. (In some cases, graduate credit could be obtained.)
3. Including additional inservice sessions for staff members on the district's priorities and the criteria to be used in evaluation.

Amherst draws a parallel between the teacher-student relationship and the supervisor-supervisee relationship, as it should finally evolve in an MBO system. "Both relationships depend on a cooperative planning of objectives, monitoring of progress and evaluation of performance. That consistence has been instrumental in the rapid acceptance of Management by Objectives as a personnel evaluation system in the Amherst-Pelham Regional Schools."

Word of the project is spreading rapidly. A number of districts have already asked Amherst for help in developing their own MBO and individualized instruction systems, according to Reynolds. In addition, the State Board of Education has identified Amherst's approach as one that may serve as a model for a result-oriented approach to education.

MBO's Snowball Effect: Growth Equals Strength

As one of many components in Amherst-Pelham's Performance Objective Program (POP), staff evaluation through the use of Management by Objectives contributed to the success of other critical objectives of the program. For instance, teachers became confident of their ability to write and use "higher-order" cognitive objectives for their classroom, as indicated by a 79 per cent positive response to a Title III evaluation of the project in June 1973. In the affective domain, 75 per cent of the teachers said they could both write and use affective objectives for the subjects they teach. In addition, 83 per cent of the teachers reported their students have an opportunity to create their own objective in the classroom.

Teachers were less positive about the use of MBO in evaluation, but an increasing number seem to be viewing the concept positively as they become more accustomed to it. For instance, while 42 per cent of the teachers indicated they liked the MBO approach to teacher evaluation in January 1973 (the month it was introduced in the district), the percentage of teachers favoring the concept jumped 7 points (to 49 per cent) in May 1973.

Duluth Moves Toward Peer Evaluation

"This program has lent direction to the entire educational program in the Duluth Public Schools by requiring that nontenured teachers be evaluated in reference to their *own* stated teacher-management objectives."

—Project Directors Gene Berg, Angie McNamara and Tom Bennett; Project Author Donald Soderberg.

A new direction in the evaluation of nontenured teachers may be forthcoming if the Duluth (Minnesota) Public Schools' methods receives an approving nod from educators. The method, based on objective-oriented, peer evaluation, was tried out in Duluth with the help of Title III funds.

The ultimate purpose of the project was to upgrade the quality of teaching within the system by involving experienced teachers with nontenured teachers in a meaningful exchange of ideas and techniques, to provide teacher input into the overall hiring-rehiring process, and to assist teachers in their efforts to "professionalize their ranks."

The system works like this: Three project directors—one each at the elementary, junior high, and senior level—were appointed by the central administration on the basis of votes cast by all district teachers in May 1972. The three directors were released from teaching duties at noon each day and given full responsibility for organizing and conducting the program.

Training: Important for All

The directors work with the central administration and a consultant from the University of Minnesota in organizing and conducting training sessions for first-year teachers in the writing of management objectives. Each new teacher, by submitting his list of 3 to 10 objectives to the project office, was charting his course for the year. His objectives were also relayed to the members of the evaluation team, composed of 72 experienced teachers who had been nominated by fellow teachers.

Next in line for training were all school principals. The hoped-for role of the principal was one of instructional leader; therefore, he received training in writing "mission" objectives for his particular school as well as training in writing teacher-management objectives. Again, two university consultants were hired by the project to conduct the technical portions of the principal-training sessions.

Evaluators not only received training in their new role but helped evolve the total concept. In addition to developing a general evaluation instrument plus evaluation forms for all subject areas and grade levels, members of the evaluation team were trained in observation, data collection techniques and interview techniques. A closed-circuit television hookup enabled the trainees to observe on videotape data-collection techniques in several "classes."

Second- and third-year nontenured teachers enrolled in a voluntary workshop in writing teacher-management objectives prior to the start of the evaluation visits by members of the evaluation team in early November 1972. Each evaluator sat in on the teacher's class for one-half day and then submitted his report to the

The evaluator as observer.

The evaluator as friend and assistant.

Evaluation team members at mid-year training session.

"As members of the evaluation team. . ."

principal. The teacher also received a copy of the report through the mail.

Each nontenured teacher was evaluated three times during the school year by two different evaluators, each a specialist in his particular field. Final evaluations for all 700 teachers took place prior to April 1, 1973, to give the principal three reports on each teacher before the rehiring "deadline."

The system was not closed and changes could be made if necessary, via the Nontenure Teacher Evaluation Committee. The committee, comparable to a board of directors in a business corporation, met monthly to make minor revisions in procedures and guidelines. The elected committee of six evaluators and three principals could modify any or all evaluation procedures by majority vote. Nontenured teachers were represented on the committee by three members from their own ranks. An additional function of the committee was to encourage feedback on the evaluation system from principals.

Success or Failure?

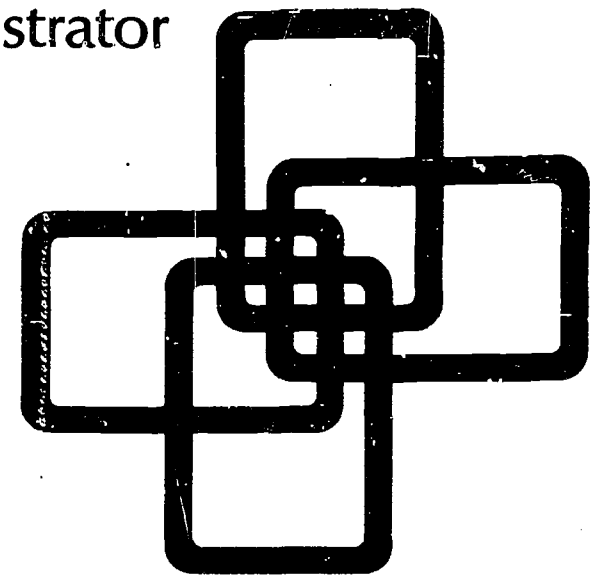
The nontenured teacher evaluation plan has provided a means of giving direction to Duluth's entire educational system, according to the three project directors, Gene Berg, Angie McNamara, and Tom Bennett. They point out that the teacher-set objectives must be in line with the school's mission objectives and these, in turn, must be supportive of the school board's stated goals and priorities.

Another collateral benefit of the program, according to the directors, is the effect on the nontenured teacher, who has great input into the process. This makes it less "dehumanizing" for him. In addition, the system provides for two-way communication and increased sharing of skills between the evaluator and the nontenured teacher. At a conference prior to his evaluation, the nontenured teacher has the opportunity of explaining his goals, objectives, and idiosyncrasies of his own teaching situation to the evaluator. He may also give his reactions to each evaluation visit by filling out an opinionnaire.

The project directors summed up the total effect of the evaluation project as follows:

> Since the success of the total process depends upon effective accomplishment of its individual parts, the degree and effectiveness of the communication among the several staff levels was improved appreciably. Better rapport and greater commonality of understanding were achieved on things only remotely related to evaluation itself. Furthermore, greater intraschool staff communication has resulted in many schools.

School Community Associations: A Link for the Administrator



Question: What will influence a board of education to use scarce dollars to continue a Title III-funded project which emphasizes school-community involvement?
Answer: Success!

Local school community associations—called SCAs by a Cincinnati action-oriented Title III project—provide the important link that can make the difference between local support of schools and continued disillusion with schooling. That conclusion, drawn by the Cincinnati Board of Education, led to continued funding and planned expansion of the School-Community Evaluation and Development System (SCEDS) at the end of a three-year Title III grant.

SCEDS started in 1970 after five troubled years in Cincinnati resulting in lack of support for public education. On the recommendation of the district's Division of Program Research and Design and community persons from the Woodward High School District who were pushing for system support of school-community involvement, the Woodward District was chosen as the focus of the project.

An eight-member task force of selected school and community persons chose the project director, provided guidelines for project activities and was responsible for maintaining communication with the central administration and the community. An SCA was organized in each of the 11 elementary, 2 junior highs and 1 senior high school through the efforts of SCEDS staff and local principals working with school community aides.

During the first year of the project, SCAs tended to limit their activities to after-school activities or community concerns such as litter, street lighting or "school image." In the meantime, the aides, who were employed for 15 hours per week, received training in organizational techniques, group process skills, and skills necessary to assess needs and develop goals. One of the important aspects of the training sessions was the interaction among the aides. Persons who had never before worked with someone of another race or background became a cohesive group, according to Project Coordinator Joan Nicholas.

The next step in the process provided linkage among the SCAs. Finally an executive committee elected to represent SCAs and the Network Council replaced the earlier task force. Its fundamental tasks were three: clarifying how the school program was to be planned and developed, defining the role of the SCA and communications. Basically, SCAs were assigned the task of assessing needs and setting goals for local schools.

Information for this article supplied by Joan W. Nicholas, Project Coordinator.

The Impact of Linkage

By the third year of the project, more thorough needs assessment and goal setting were being done by most SCAs. Several groups were deeply involved with programs directly related to school activities affecting students. Cooperative problem solving by principals and SCAs achieved success. For example, the transfer of students among schools was seen as the answer to overcrowded buildings even though the transfer resulted in increasing the number of black children in three predominantly white schools. The council also agreed to spend a major portion of the money allocated to the district for new facilities on new buildings for 2 of the 14 schools.

Increased reading achievement became the highest priority program goal for the schools. Consequently, most of the money remaining in the facilities allotment was directed toward adding reading resource centers to those schools where they were lacking.

Program administrators admit the victory isn't total, but it seems to be heading that way. Although a major operating levy was defeated by Cincinnati voters in May 1973, the vote in the Woodward District for the levy was higher than the rest of the city districts and by a greater percentage than in any previous year.

Evaluating the Role of SCAs

At the end of the third year, SCAs were evaluated by several measures: how much they accomplished, whether members were satisfied with the SCA operation, and whether the decisions made by the SCAs were

implemented in the schools. Some important findings about the role and effectiveness of SCAs emerged:

- SCAs accomplished more when they were structured to include an active steering committee of three to five members who followed up on decisions made by the entire association.
- SCAs were generally more satisfied with their role when they were directly involved in solving problems and developing programs directly related to the school's education program.
- The success of an SCA, as well as the type of function it assumes, depends on the administrative style of the school principal. The amount of direct involvement desired by the principal and his understanding of the group decision-making process were pinpointed as key factors for success.
- Communication among group members is strongly influenced by the principal. SCAs functioned more smoothly and accomplished more when information was readily available from the school system. In turn, the SCA must recognize the need to develop and use information from the larger community.
- School community aides functioned best when they were trusted by members of the SCA and the school staff. The degree of trust accorded the aide depended on her skill in organizing group activities and in effective communications.
- The commitment, responsiveness, and recognition of the SCA as the legitimate communication link for local school decisions appeared to strongly influence the group's performance. When a decision related to program development was taken to another group or made independently by the principal, the motivation of SCA members and the quality of their work decreased.
- The influence of the SCA concerning budget allocation and priorities—tasks usually reserved to the Board of Education and centralized administrative budgeting practices—strongly affected SCAs' motivation and satisfaction. "Having desirable program change rests solely on finding new money or adding new programs when reallocation of the existing school budget could better accomplish the goal led to frustration," according to Ms. Nicholas.

Cincinnati learned a lot about school-community relations over the three-year course of the Title III project. Quite bluntly, Ms. Nicholas admits that "the success of local program development units are under the control of the school administration."

How Does Evaluation Fit Into Accountability?

What is the relationship of accountability to the evaluation of teachers and administrators? That was one of the questions that the Osseo, Minnesota, Title III-funded project attempted to answer during the development of its "Accountability Model for LEAs." The district's answer, as stated by the project coordinator, George J. Rabehl, is as follows:

> Being accountable is being able to communicate information about what one is teaching, how the instruction is being carried out, and the revisions that are needed. The evaluation that occurs in the context of the accountability model is not the evaluation of the teacher or administrator but rather the evaluation of the things taught and the methods used to teach them.
>
> This is not to say that the evaluation of persons is not important. The point here is that two school systems could use essentially the same accountability procedures, methods which facilitate disclosure, but have different methods of evaluating teachers based on different value systems.

Making a Decision Can Be Tough

The difference between an educational "manager" and an educational "administrator" is in what the educator does—the manager makes the decisions while the administrator carries them out. But the decision making can be tough, as school administrators, including principals, assistant principals, curriculum supervisors and central office directors and coordinators, found out when they enrolled in Tucson's Educational Management Project.

The administrators experienced little success when they tried to convert theory into practice—the aim of the Title III-funded project. Following a three-part model for determining the kind of information needed to make decisions (what is; what ought to be; alternative solutions), they were taught the next steps were to select the most suitable solution and then proceed to implement the solution.

The enrollees found the requirements fairly stiff and time consuming; they had to attend 13 three-hour instructional sessions and 6 two-hour team work sessions during the school year, in addition to spending time preparing for the sessions and writing a plan for an individual project. As their team projects, the 43 participants chose to find solutions to problems within the district, including the improvement of professional development and personnel policies, gathering of information about building administrators' needs, and improving school libraries.

The team projects ran into trouble and "were not completed to the degree originally anticipated because too little time was allocated to this effort," says Peter G. Gazzola, project director, and Sherrie Schager, management specialist. In addition, more than half the participants could not select an individual problem they wished to solve using the process outlined in the project's planning manual.

The project's course is clear for the third year due to the "minimal success" experienced so far, says Gazzola. Correction of the deficiencies in the project's design will be the goal for 1973-74.

Information for this article supplied by Projector Director Peter G. Gazzola.

Education By Choice: Quincy's Alternative Approach

"Education by Choice" means just that in Quincy, Illinois, where administrators, teachers, students, and parents all have had a hand in shaping an alternative approach to education that is gaining national prominence, after four years of exploration and trial.

Although the district enjoyed a reputation for quality education when it first considered an alternative approach to education in 1969, Quincy administrators were faced with crowded conditions and an increasing number of students. A new multimillion dollar school building and reorganization of the secondary system into a 2-2-2 program were immediate steps taken by the district. But this solution only pointed up other problems: both students and teachers feared they would lose individual identity in the larger institution; and the use of conventional methods for making decisions regarding scheduling allowed little leeway for individual choice by students or teachers.

Information for this article supplied by Project Coordinator Donald Price.

At the same time, Quincy started to recognize the need to pay more attention not only to the many different ways students learn but to the equally diverse ways teachers teach. Major changes started to occur when Assistant Superintendent Brandt Crocker initiated a series of discussions centering on two topics: meeting the needs of individual students and the process of individualizing instruction.

With the support of Superintendent William G. Alberts, Crocker involved all secondary teachers in the discussions, which eventually led to the selection of a committee of teachers to work with administrators in investigating what Quincy should do to meet its identified needs.

It All Started with P.I.E.

With financial support provided by a Title III grant in 1971, Quincy launched a program called "Project To Individualize Education" (P.I.E.) for one-fifth of Quincy's 4,500 junior and senior high school students. The 900 students were randomly selected and asked if they wanted to participate. Parental consent was a prerequisite

"All in favor of P.I.E. . .

to entrance. Students made more decisions about their own learning, often evaluating on their own the amount of progress made, and whether they needed help or could continue with independent learning.

What effect did P.I.E. have on Quincy schools? That question has been answered best by the program's coordinator, Donald Price: "Although not everyone could accept the P.I.E. philosophy, it became evident that the alternative school concept did elicit greater assumption of responsibility by teachers, a greater willingness to take risks, and a greater desire to give of their time was necessary."

Price said noticeable changes in the attitude and enthusiasm of both teachers and students involved in P.I.E. led administrators to ask why the needs of *all* students could not be met in a variety of alternative schools operating within the framework of the larger district.

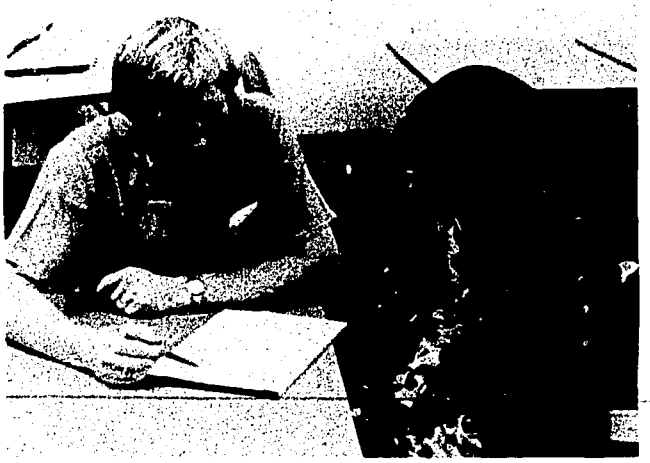
Should P.I.E. Expand?

Administrators once again involved all teachers in an investigation on expanding the P.I.E. concept, and at one point in the investigation they almost rejected the whole idea, according to Crocker. A small group of teachers from the senior high school ultimately gained approval for continuation of the investigation when they campaigned and petitioned for its support. A Title III grant was granted for this phase of the project, called "Education by Choice" (EBC).

EBC = Seven Alternatives

After a year of planning, the EBC model that emerged called for seven alternative schools—with choice as the most important part. Students, teachers, and parents were to be given the opportunity to match learning and teaching styles to promote optimum conditions for learning to take place.

Some of the problems that popped up during the year of planning (all of which were eventually solved) included:



Getting qx some help in making a choice

Explaining the alternatives.

- Gaining acceptance on the part of teachers, students, community.
- Structuring workshops for maximum involvement.
- Developing high levels of trust, cooperation, and communication.
- Giving students and parents enough information about the alternative schools to guide them in making intelligent selection of a school.
- Balancing the student-teacher ratio.

EBC in Operation

With the start of the 1973-74 school year, 1,500 11th- and 12th-grade students in Quincy Senior High II chose one of the alternative schools—each of which was developed by a group of teachers who shared a similar philosophy on the type and structure of education offered by that school.

The schools are:

Traditional School (276 students; 13 teachers). This school is designed for those students who desire or need direction and supervision to work up to their abilities and expectations. The primary purpose of the Traditional School's curriculum is to develop academic knowledge as well as vocational skills. Teachers make most of the decisions regarding the teaching method, and students are encouraged to take as many academic classes as possible, reducing their non-class time. Classes require daily attendance and students are assigned to a supervised study area when they are not in class. Teachers use the conventional A-F grading system, with two progress reports for each ten-week period.

Flexible School (345 students, 14 teachers). This school combines a relatively structured program with some alternatives and flexibility for students. The cornerstone of this school's philosophy, according to Quincy administrators, is "to guide the student toward accepting adult responsibilities for making choices, acting on those choices, and experiencing the consequences of his actions." The school operates on modular scheduling (20-minute mods), and students meet daily with an adviser to provide increased personal contact between teachers

and students. Students are encouraged to use each Wednesday—called Flex Day—to become involved in the community or to do independent study or make-up work, to take field trips, or to participate in problem-solving sessions.

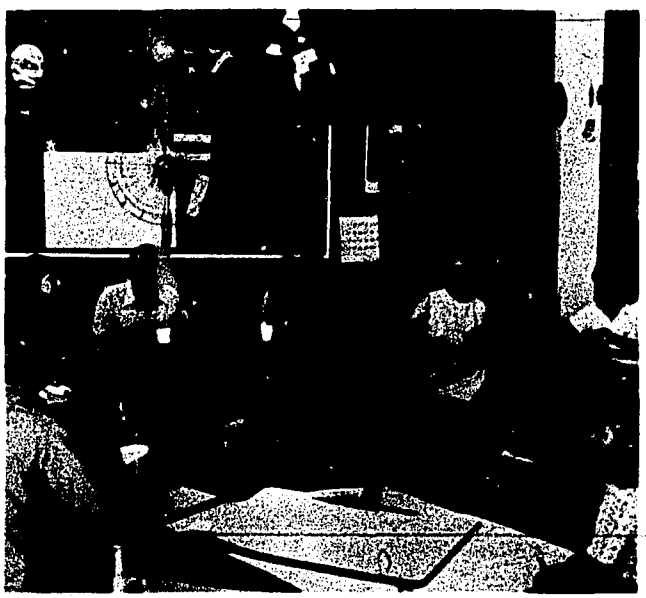
P.I.E. (306 students, 12 teachers). In this school, students choose one teacher as an adviser, who helps him pick courses, curriculum, out-of-school activities, and teachers. Students also receive guidance as they schedule themselves into lectures, out-of-school activities, independent study contracts, or discussion groups. Each student is evaluated regularly and receives written competency statements which detail his achievements.

In P.I.E., "significant time is devoted to each student's personal growth, with particular emphasis on relating to others and understanding himself," say P.I.E. administrators.

Fine Arts School (130 students, 10 teachers). In the Fine Arts School, students are offered a comprehensive study program of English, physical education, social studies, as well as instruction in activities such as music, drama, visual art, broadcasting. Students are encouraged to participate in community affairs, including volunteer work and presentation of plays, exhibits, and concerts for elementary school children or the elderly. Students with skills and talents in particular areas are encouraged to teach others.

Career School (184 students, 12 teachers). This school prepares students to "attain economic independence and develop an appreciation for the dignity of work." Many students work on a part-time basis and receive academic credit and additional supervision in one of three available programs: Cooperative Vocational Education, Distributive Education, and Agri-Business. Within the Career School, say the school's administrators, a student may learn to become employable or is assisted with decisions regarding further education.

Two other schools, which have been ongoing programs in Quincy for a number of years, have been incorporated into the EBC concept. They are:



Staff learn about E.B.C.

What Happens to the Administrator in EBC?

The role of administrators changes in an alternative school, according to a Quincy spokesman. "The role of the building administrators will be modified. They will continue to be supportive of teachers in a logical sense, but will emphasize their role as coordinators and facilitators rather than act as directive and authoritarian personnel.

"Teachers will perceive their administrators as educational leaders who support a school environment that will allow them freedom to innovate, make decisions, and solve problems in each school-within-a-school situation. This cooperative relationship in planning and implementation will provide administrators with an opportunity for real involvement in the learning process and will help them feel more satisfied with their role.

"In general, the concept of an administrator will shift from all-around educational handyman to that of a coordinator, facilitator, and conciliator of a school environment that will allow teachers and students the freedom and support necessary to maximize individual learning and achievement."

Work-Study School. This school is designed to meet the needs of students who have learning difficulties or who would probably drop out of another school. Available to students are out-of-school jobs, intensive counseling, sheltered work experiences, and an individualized curriculum. Academic subjects revolve around the needs of the students, but all students are scheduled for two-hour block classes in English and history. All students are assigned the same counselor, and cooperatively, the counselor and teachers concentrate on the improvement of students' self-image.

Special Education School. This school, especially designed to meet the needs of students requiring special education services, emphasizes (1) social maturity and vocational competencies; (2) independent living skills; and (3) a realistic self-concept. Many students participate in on-the-job training, and students may also enroll in the Quincy Area Vocational-Technical Center in courses such as Institutional Foods, Health Occupation, Welding, Machine Shop, and Child Care. In addition, the Vocational Training Home offers experiences in cooking, house-keeping, carpentry, masonry, basic auto mechanics, gardening, and in the efficient and economic operation of a home.

What's Ahead?

Quincy has made a start—on its own initiative—that will be watched closely over the next several years. Already, the school district has been host to two national conferences on alternative education, drawing more than 3,500 educators, all of whom want to know: Does "Education by Choice" represent a better approach to meeting the needs of *all* students?

Are Year-Round Schools Feasible for Elk Grove?

"The best way to accomplish persuasion is by involving people; the more they know about a situation —provided they have a stake in the outcome—the more likely they are to accept it."

That conclusion was reached by Robert D. Williams, director of a year-round school project in Elk Grove, California, after reviewing three years of study and investigation on the pros and cons of year-round schools.

Elk Grove, a part suburban, part rural district with 11,000 students in grades K-12, started investigating year-round schools in 1970 as a way to make better use of existing facilities and perhaps to make long-term savings in bond and construction costs.

The main impetus for consideration of a year-round approach was an enrollment boom that strained the capacity of the district. For instance, 2,000 students are housed in the single high school which was designed to accommodate 1,550 students. Even with the construction of portable classrooms, the overload has substantially reduced student access to curricula requiring special facilities, e.g., art, science, homemaking, and industrial arts. Worse yet, according to state enrollment projections, the growth rate is expected to continue at the secondary level for several years. Elk Grove predicts it will need 14 new elementary schools, 3 junior highs, and 3 senior highs in the next 20 years.

Initial Steps in the Investigation

The Elk Grove Board of Education joined with school administrators in appointing a citizens committee in 1970 with the specific charge to study all forms of year-round school plans and to recommend one plan to the board for possible implementation. One year later, the committee recommended an in-depth study of the 45-15 plan to the board because "it seemed to have more of the advantages of other year-round plans and fewer of the disadvantages," Williams reports.

Quarter System: No

The Quarter System was rejected by the committee because of massive community resistance "wherever the plan had been tried." Additional reasons for rejecting that plan, the committee reported, were (1) "very few families want a mandated 12-week vacation in mid-winter; (2) if attendance was put on a voluntary basis, summer-quarter enrollment was too small to effect any space-saving advantage." By contrast, the committee concluded, "the 45-15 gives a vacation in each season of the year and offers more potential for flexibility in the curriculum."

The next move was to find funds to study the 45-15 plan, going beyond the initial investigation of the citizens committee—which focused on the plan used in Valley View School District, Romeoville, Ill. Seeking funds through the California State Department of Education, Elk Grove Superintendent Glenn Houde was encouraged to apply for a Title III grant, which was approved in July 1972.

The original advisory committee members were joined by others whom they selected. Spotty attendance at meetings and membership turnover were constant problems, especially after January 1973, according to Williams, "when three leaders of an opposition group were invited to join." They had run a paid ad in the *Elk Grove Citizen* asking the support of other "interested citizens" who believed, as they did that the district was "moving too fast into the 45-15 system"; that the advantages of a 45-15 plan were being overplayed while the disadvantages were minimized; that citizens should be given the chance to vote for or against the 45-15 plan. Although the three opponents "unbalanced the committee and discouraged attendance of some of the original committee members," Williams notes that district administrators say they would involve opponents of such a plan if given a similar situation again.

Meantime, Williams and Houde stressed to citizens, staff, and students the fact that the district was conducting a feasibility study only and would not go ahead with implementation of a year-round plan without the support of community, students, and teachers.

Three-Phase Approach

The district outlined a three-phase approach to the implementation of a 45-15 plan: Phase I, economic, political, and educational feasibility, including the development of a model to divide the curriculum into four tracks; Phase II, curriculum redesign and teacher inservice training; and Phase III, operation and evaluation of the program.

Phases II and III are contingent on the success of the previous step; nevertheless, the district set completion dates of early 1974 for Phase I; June 30, 1974, for Phase II; and July 1974 as the date the program would be implemented under Phase III.

Phase I aimed at determining the feasibility of applying the 45-15 model to the senior high school curriculum and schedule. By identifying "typical curricular paths" traveled by students with certain personal and educational characteristics, the district hoped to develop a mathematical model which would divide the curriculum into four calendar tracks and assign students to the tracks. The district found the curricular paths

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Information for this article supplied by Robert D. Williams, director of the Elk Grove project.

Citizens Advisory Executive Committee study year-round proposal.

could not be identified in this way and the particular model was not workable. Williams reports a revised student scheduling system which emphasizes student course requests is nearing completion.

Some of the problems that must be solved for any school district that attempts to develop a master schedule for 45-15 operation, as Elk Grove can testify, include minimizing conflicts between course requests, staff and space resources, curriculum and time requirements and sequencing. The goal is to develop a program which minimizes the need for multiple track courses or the offering of an excessive number of expensive small-enrollment courses. (Williams notes conventional schools will be able to use Elk Grove's master schedule—expected to be ready in early 1974—simply by bypassing the student tracking portion of the system.)

Phase II of the project will include (1) redesigning existing course structures into 45-day, self-contained units, and the planning and development of 15-day minicourses in content and guidance areas; (2) preparing teachers to teach under the new system; (3) developing a master schedule and orienting students, parents, and teachers to the schedule. If all works well, the final phase of the Title III-funded project will place the program in operation in the Elk Grove Senior High School. Although the plan will inevitably be discussed for other grade levels, Williams says Elk Grove has "no definite plans to include other schools."

A Major Hurdle for Year-Round Schools: Communication

Prior to and as a large part of the feasibility study, Elk Grove administrators found the need for adequate information to community, staff, and students to be the biggest hurdle. In fact, in its report on expenditures under the Title III grant, project administrators commented, "The district information program became a major factor in the conduct of the feasibility study.

"Because of initial lack of general knowledge about the year-round school and the associated fear of the unknown with its consequent resistance to change, more resources were assigned to the information program than had initially been anticipated," the project report said. Although $7,367 had been allotted for the information dissemination program, actual expenses amounted to $34,616. (Other parts of the project costs less than anticipated, however, and Elk Grove returned to Title III an unused balance of $20,000.)

Citizen Reaction: More Information Needed

An initial reaction of many citizens concerned lack of information not only on the 45-15 plan, but on other possible alternative solutions to school overcrowding.

Elk Grove's View of the 45-15 Plan

Elk Grove sized up the dimensions of implementing a 45-15 plan in its school district and came up with the following objectives for its Title III grant:

1. Development of a computer program for scheduling the high school which would place 25 per cent of the students in each of four tracks, based on the student's course request. This, in turn, would determine his vacation pattern. Students could change the pattern by changing course choices.

2. Planning and development of several 15-day minicourses tailored to individual abilities of students. These courses were seen as a way to significantly increase opportunities to students in pursuing individual talents or "shoring up" deficiencies in learning skills.

3. Enrollment of students in four, 45-day "quarters" separated by 15-day vacation periods. By staggering the beginning dates for each one-fourth of the high school by 15 days, the capacity of the facility would be increased by approximately 25 per cent. For instance, a chemistry lab which serves 162 students under the traditional school schedule could accommodate 216 students under the 45-15 plan.
4. Teachers would receive substantial options under the 45-15 plan. Teachers could elect to teach a longer year with up to 33 per cent more salary. Contracts would be written to group instructional quarters in such a way as to allow teachers to enroll in full-time college work and to provide for inservice workshops, curriculum development, or instruction of minicourses during the 15-day intersessions.

Even the Board-appointed lay advisory committee would not make a recommendation on the 45-15 plan without an additional study of other alternatives. A second advisory committee worked with the first and Project Director Williams in studying alternatives. (Based on the preliminary results of a comparative cost analysis for 2,084 students, grades 10-12, the 45-15 plan would cost the district an estimated $20,812 over its traditional 9-month budget of $1,510,548. By comparison, an approach using double sessions would cost an additional $30,817; and an approach calling for an extended day would cost an estimated $79,930 over the traditional budget.)

'Feasibility,' Not 'Window-Dressing'

The most difficult job plaguing the study for months, according to Williams, was that of "convincing community and faculty that the study was a *feasibility* study and not merely 'window dressing' for a decision already made by the administration and by the Board of Trustees." Elk Grove, which was commended by a Title III evaluator for its "excellent techniques for communicating . . . information to students, faculty, and community" nevertheless found the going tough.

Among the communication efforts used by Elk Grove were the following:

- Releases to local press, in addition to columns on the year-round proposal in Sacramento newspapers and the *Elk Grove Citizen* by Superintendent Houde.
- Publication in the *Elk Grove Citizen* of the names and phone numbers of over 35 citizens serving on the citizens advisory committee and subcommittee.
- Intradistrict memos and project bulletins in question-and-answer form.
- Presentations by project administrators and advisory committee members before service clubs, parent groups, and staff meetings.
- Visitations by lay advisory committee members and staff members to other communities already operating year-round schools: Romeoville, Illinois (Valley View District); and La Mesa-Spring Valley, San Diego. Evaluation reports on the visitations were presented at public meetings.
- A notebook of study information placed in schools and public libraries to give the community access to all information available to the study committees.

As turmoil continued, the opposition group was invited to join the citizens committee. As a result of that action, Williams reports, "the opposition did not change its views about the 45-15, [but] they were at least assured that the study was bona fide and objective; that other alternatives were also being considered. Their campaign became quieter" until preliminary reports of study results were given to the Board in October. As the study neared completion, and in the midst of a district-wide survey, the opposition (by that time, members of the citizens committee) began acting independently. They initiated a flurry of letters-to-the-editor, ads, bumper stickers, and public appearances against the 45-15.

Williams concedes some of the disadvantages pointed out by the opposition. He says, for instance, that the building of a second high school is inevitable for Elk Grove, but the overcrowded situation "demands immediate solution." He notes as well that "the 45-15 plan may very well offer the most advantages and the fewest disadvantages as an interim solution," with the possibility of long-range educational advantages. He admits, however, that "definitive research on student achievement is not yet available, especially at the high school level."

Faculty View: Suspicion

Williams notes the initial reaction of the faculty was one of suspicion ("The decision has already been made"). The second reaction was fear of the unknown ("What will this do to my teaching environment, my working with students?").

Suspicion of the administration was a given. Even the project director had to prove his objectivity by being equally concerned with the disadvantages as well as the advantages of year-round operation. By the time

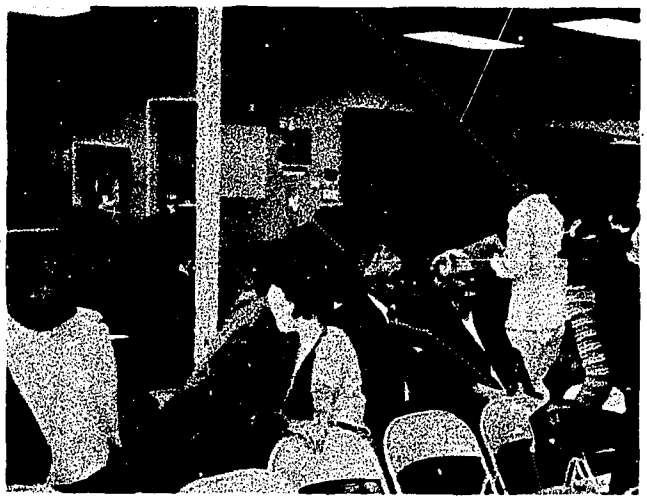
Advantages and Disadvantages for Teachers

The advantages of year-round schools discussed with Elk Grove faculty included:

- More continuous student progress.
- Less time spent on review.
- Less learning loss.
- Reduced class sizes.
- Chance to innovate and develop new quarter-length courses. (Williams notes in his budget report of June 30, 1972, that "the staff [is] not yet ready to tackle course modification.")
- Chance for year-long employment in chosen profession at increase in salary and consequent increases in retirement benefits.
- Increased opportunity for students to gain access to specialized spaces.
- Long-term capital savings.

The disadvantages of year-round schools discussed with faculty included:

- Frequent changing of rooms.
- Need to adjust to more frequent changes in course schedules, students.
- Need to individualize in some courses.
- Performing arts, athletics, student activities affected by having one-fourth of the students on vacation.
- Wide variation in classload where teacher has multiple track combination.
- Possible fatigue on 240-day contract.
- Some teachers may take vacations on same schedule as their students—45 days in school and 15 days vacation; others may teach 240 days without a vacation.
- Complexity of working out schedules among themselves; "trading classes" or teaching part of a quarter of another teacher's class to work out a vacation of one full quarter in length for college courses, travel.
- Preparation time may vary. . . . Overall average would be the normal five-hours' instruction and one-hour preparation time.



A School Board member and his wife (seated center) attend a PTA meeting focusing on the 45-15 plan.

the faculty committee—12 high school staff members representing all major subject areas—developed what Williams calls "a more open-minded attitude," the noncommittee faculty became suspicious and hostile toward the study committee. (A preliminary faculty survey in February 1973, returned by 61 staff members, indicated 41 per cent felt they were well informed about the 45-15 plan; 56 per cent either opposed or strongly opposed it.)

Student Reaction: Initially, Opposition

As Elk Grove students became more aware of a possible change in school scheduling, their initial reactions were negative and, according to Williams, "emotionally centered around vacations and job opportunities." Although some students admitted there might be educational advantages to the 45-15 plan, they insisted they did not want to change to the new plan.

Students formed an opposition group called SPATS (Students for the Preservation of the American Traditional School) and threatened a full-scale demonstration. After two days of question-and-answer sessions by Williams and the high school principal, and with the involvement of the student council, the demonstration was avoided. Student tensions also eased when student leaders in Elk Grove talked with students in Romeoville, Illinois, on a prearranged conference call. Students disseminated the results of the conversation themselves, which appeared to have "a placating effect," Williams says.

Is 45-15 the Answer for Elk Grove?

Elk Grove was in the midst of conducting a full-scale districtwide survey in October 1973, which will be tabulated and presented to the Board in late 1973. These findings will supplement the June 1973 telephone survey of staff, students, and residents which indicated all three populations "are extremely well informed on the 45-15 plan, are aware of the housing problem, and feel that steps must be taken to solve it."

The steps taken by the district in investigating the 45-15 concept were given high marks by a Title III evaluator. What will happen is still up in the air. But, as the evaluator points out, "there is evidence that when an actual decision is made whether to implement the program or not, it will be based on informed judgment. The part which emotion will eventually play in that decision remains to be seen."

Granite School District—Year-Round Schools?

If you want to know if year-round schools will work in your district, you'd better ask all those who will be affected by the change before any steps are taken in a new direction. Such advice is given by "old-timers" who have themselves investigated the feasibility of year-round schools.

Even after careful investigation of all angles of a successful year-round program in another district, administrators have found it will not necessarily work in their particular situation. Why? Family living patterns and characteristics and conditions of communities vary, as do the opinions of staff—who must support the concept if it is to succeed.

With all these factors in mind, the Granite School District in Salt Lake City, Utah, embarked on a feasibility study of year-round operation for the 62,000-pupil district. Enrollment had peaked after two decades of rapid expansion in housing development, population migration and new school construction. So, continued growth was not a major reason for an extended year plan. Rather, the district hoped to "improve the quality of education" and provide expanded educational opportunities for students, along with vacation intervals at various times of the year for both students and teachers.

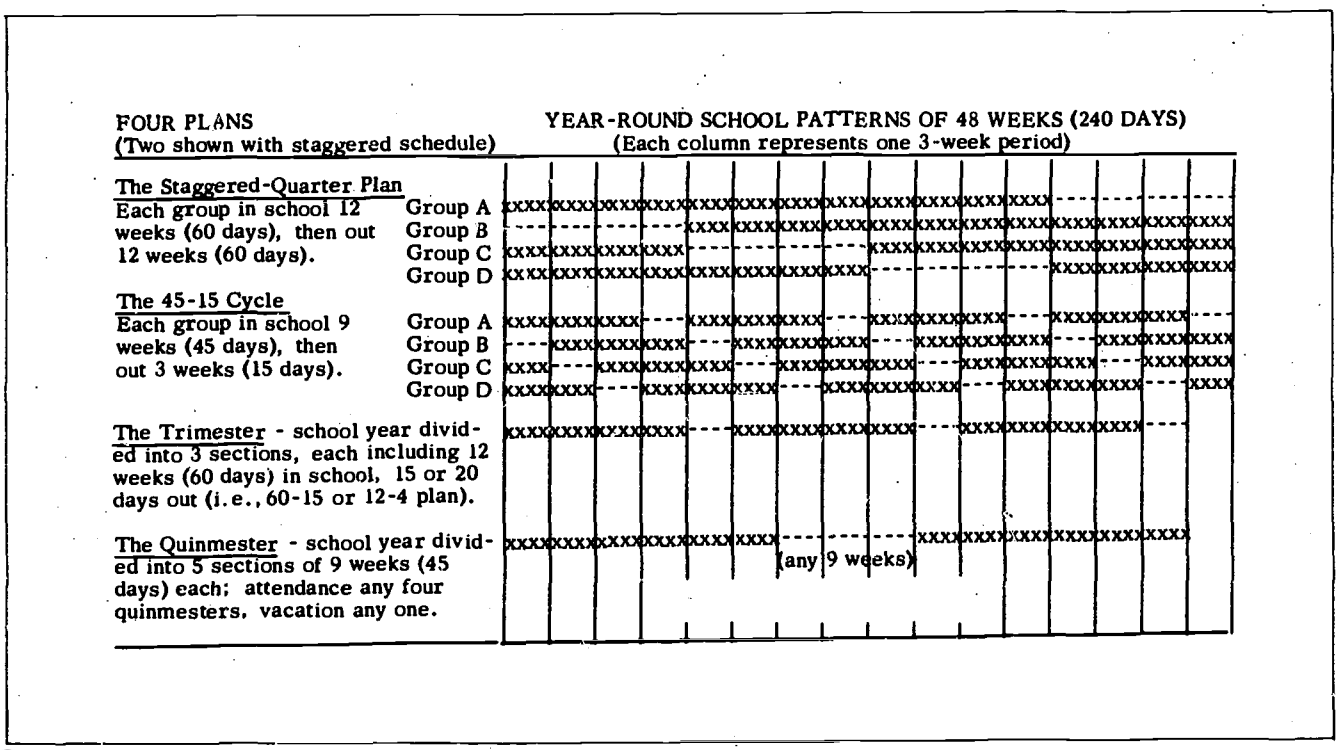
In testing the idea, the district chose to focus on one geographic area containing the newest and largest high school and its satellites—one junior high school and four elementary schools. Although the six schools could adequately handle their combined attendance of 7,000 pupils, use of the facilities year round would relieve crowded classrooms and allow for smaller classloads and more individualized learning opportunities.

Upon approval of a Title III grant to conduct a feasibility study, a review board visited year-round operations in other areas and reported their findings in leaflet form for subsequent general distribution to staff, students and the public. (Copies of the leaflet are available from the district, 340 E. 3545 South, Salt Lake City, Utah 84115.)

The district started with a preliminary opinion survey of professional personnel in the six schools under study. Each person was given a copy of the information leaflet and asked to fill out a questionnaire. No specific year-round plan was supported by the administration and no explanatory sessions were held.

Findings from a Targeted Survey

Based on 200 responses, the survey indicated that staff opinion of a year-round concept was favorable. In addition, 56 per cent favored the 45-15 plan over the staggered quarter, trimester or quinmester. Some specific concerns for the needs of particular student groups were evident in the survey. For instance, 25 per cent of the secondary personnel favored the staggered quarter plan but only 8 per cent of the elementary personnel gave it



high marks. One reason for the differing opinions, according to Project Director Ralf C. Riches, may have been concern by secondary staff members for the quarter-long opportunity for employment of teen-agers.

Although the district deliberately limited information via the leaflet about the types of year-round plans under study, many of the respondents indicated a desire to respond to a specific plan, rather than the general concept. Others may have benefited from more explanation, in addition to the leaflet, as indicated by their questions and concerns expressed on the returned opinionnaires.

Best-Liked Vs. Least-Liked Features

Generally, the "best liked" aspects of a year-round program, as indicated by the staff returns, were the following:

- Flexible contracts and opportunity for year-round employment.
- Smaller class sizes and less crowded buildings.
- Opportunity for more frequent and varied vacation choices.
- Flexibility in scheduling with opportunity for curriculum enrichment.
- Better utilization of school buildings and other facilities.

Staff opinions on the "least liked" aspects of year-round operation were highly diversified, according to Riches. Staff members expressed most concern with the problems of scheduling, structuring the curriculum and becoming accustomed to change. Following closely were: not liking to forego the long summer vacation and concerns about whether buildings would be air-conditioned for summer use, whether there would be time for required academic work for recertification qualifications and the amount of time and efforts required for reorienting pupils after each more frequent but shorter vacation period.

A few teachers and administrators complained of the lack of opportunity for summer jobs to supplement wages, apparently not realizing that extended employment in school would mean increased salary. Others highly favored the opportunity for year-round employment. The opportunity for varied vacations at different seasons of the year was generally favored.

Where to from Here?

Although the general conclusion resulting from this part of the feasibility study favored the development of a pilot model, the study also recommended that the district conduct an intensive community information program in the model area to get the viewpoints of students, teachers, administrators, and school patrons. Recommendations for organizational changes in a pilot model included restructuring the curricula, reorganizing and training staff, rescheduling students and transportation services, and preparing physical facilities for year-round use, including the installation of air-conditioning.

The district plans to further consider a flexible school year schedule. But at least it is more aware of the problems inherent in moving to a flexible schedule as well as the need for staff planning and community information programs.

How Much Does It Cost

Costs of operating schools year-round are related to the kind of plan adopted. Plans vary from district to district, with modifications for different communities.

Reports of many districts maintain that improvement of the educational program is the main reason for a year-round schedule, but the change is often brought about due to population growth and the economic necessity of curtailing school construction.

A school building in operation all year instead of during only three quarters can accommodate up to one-third more students by cycling attendance groups throughout the year. Many districts with such a plan report potential savings of millions of dollars in construction costs.

Reports from three districts operating the 45-15 plan in different localities—in the East, Midwest, and West—indicate modest savings in operating costs, as well as fuller and more efficient utilization of materials and facilities, including electronic equipment, libraries, gymnasiums and playgrounds. (Use of such facilities by students who are not away on vacation during out-of-school periods is also a desirable possibility.)

A study based on a hypothetical school district's 1970-71 national average expenditures per pupil reflects savings achievable under a year-round system, *after* absorption of one-time costs entailed in conversion to a new flexible schedule. Such one-time costs include the air-conditioning of buildings, development of related scheduling and curricular changes, and staff reorganization. These cost-conversion adjustments may take from a few to several years, depending on local conditions.

The study cited concludes that a year-round school plan may provide a wide variety of benefits in the form of better educational services, a stronger society, and more efficient allocation of human and capital resources.

Granite School District

The Administrator: A Manager of Change

The burden for shifting alienation and activism among students to more positive attitudes toward school rests with the school administrator. To accomplish this task he needs skills in (1) encouraging participation and (2) providing for two-way communication. On that basis, a Title III-funded project known as RAAP (Reducing Alienation and Activism by Participation) is focusing on reversing the negative attitudes expressed by students in the Centerville City (Ohio) School District.

The reasons for concern were drawn from three separate attitude surveys conducted during 1969 and 1970. They indicated students distrusted the Establishment and wanted the opportunity to influence decisions made concerning them.

The "participation" aspect of the RAAP model required that the staff work with administrators to create a climate conducive to personal involvement and interaction for all members of the school district and to provide training in the skills necessary for functioning in that kind of environment. Consequently, RAAP provides group-process skill development workshops and individual consultation in two areas: school administration and the classroom.

School administrators, including the Board of Education, the central office staff, and building principals, are learning to share their responsibilities with interested members of the school district. Why concentrate on the administrators? Management (the business world's synonym for school administrators) clearly holds the key to the positive attitudes held by staff and students. "As the management becomes more open and works with subordinates in collaborative problem solving, the organization becomes more productive," says Project Director Joseph Young. Teachers and students, in the meantime, receive inservice training in personal and group awareness, values identification and clarification, communication, decision making, problem solving, and team building.

New Directions for Centerville

How has RAAP changed Centerville schools?

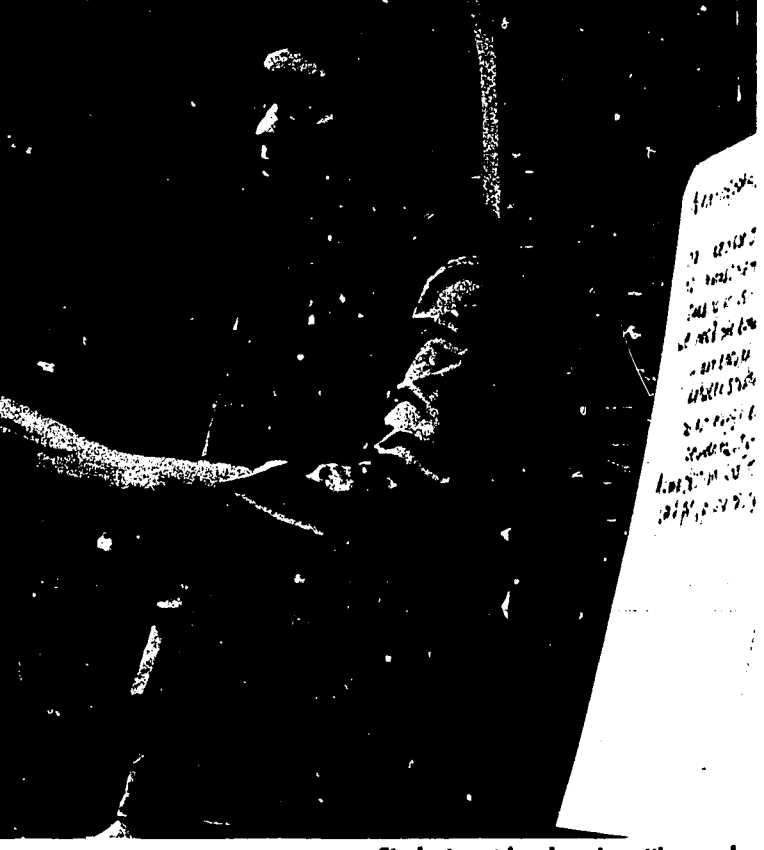
For one thing, school personnel and board members are more aware of the need to first inform and then involve all those interested in and affected by an action or policy. Second, the central staff is working with building principals, who are in turn involving their respective staffs, in developing a set of educational priorities based on districtwide needs rather than individual building needs. These priorities are used to establish the fiscal appropriation for the succeeding school year.

Next, the Board of Education, responding favorably to a suggestion by the RAAP staff, initiated a series of open meetings for the community in the spring of 1973. Feedback from the meetings indicated "a very high per cent of those who participated felt they were listened to and that their concerns were reflected in decisions made by the Board," Young reports. As a follow-up to the meetings, interaction councils have been established to give community members a voice in influencing decisions made concerning them and their children.

Some changes within the schools also reflect the new decision-sharing stance of the district. For instance, the superintendent has entered into a team-building program with six elementary principals who are in the process of introducing Individually Guided Education into their elementary schools. Students at the high school level are being given more chance to influence decisions made concerning them through basic goal-setting and problem-solving techniques. And at both the high school and the middle school level, groups of 20 students make up advisory groups. Mainly, the advisory role is an extension of the guidance function and allows students to work with "an understanding teacher" in areas such as student planning, school-home communications, and personal growth.

Admittedly, Young says, "no organization can eliminate alienation; its causes are too complex and its manifestations are unique with each individual." If RAAP accomplishes its goal of improving the climate in the schools, the project director notes, it will be due to the support and participation of the school leadership. "Only they can bring about a reduction in the feeling of alienation."

Information for this article supplied by Joseph A. Young, Project Director, Centerville (Ohio) City Schools.



Students get involved in setting goals.

Project RAAP stresses student growth through teamwork.

Inservice training includes students and teachers.

Elementary principals work as a team in goal-setting and problem-solving.

ESEA Title III Projects in School Administration

ARIZONA

Volunteer Assistance Program, Dr. Kenneth Walker, 125 East Lincoln Street, Phoenix, Arizona 85004
Educational Management Project, ESEA Title III, Dr. Peter G. Gazzola, 1010 E. 10th Street, Tucson, Arizona 85717

ARKANSAS

Planning, Programming, Budgeting System (P.P.B.S.), Mr. John McCuin, Superintendent, Batesville School District #1, 507 Seventh Street, Batesville, Arkansas 72501

CALIFORNIA

Secondary Program for Year-Round School, Dr. Robert D. Williams, Elk Grove Unified School District, Elk Grove, California 92624

COLORADO

Experimental and Developmental Center of the Northern Colorado Educational BOCS, Dr. Walter G. Turner, 830 South Lincoln, Longmont, Colorado 80501
Staffing Plan to Upgrade Rural Schools (SPURS), Marion Young, Arapahoe County School District 29J, PO. Box 68, Bennett, Colorado 80102
Evaluative Systems for Special Education, Ms. Marilyn Parsley, Bureau of Educational Research, University of Denver, Denver, Colorado 80210
A Systems Approach to Improve Student Performance in an Elementary School, Mr. Jack Knight, Thornton Elementary School, 900 Eppinger Boulevard, Denver, Colorado 80221
Item Pool of Basic Skills, Mr. Franklin Wood, Jefferson County Schools, 809 Quail, Lakewood, Colorado 80215

CONNECTICUT

Tomorrow's Needs Today, Dr. Anthony Brackett, S.P.R.E.D., P.O. Box 487, Wilton, Connecticut 06897
Teacher Internship, Dr. Norman Katner, Windham Public Schools, 322 Prospect Street, Willimantic, Connecticut 06226
School Within A School, Mr. Vincent Loffredo, Middletown High School, 251 Court Street, Middletown, Connecticut 06457
Project Evaluation, Dr. Phillip Saif, C.R.E.C., 445 Windsor Avenue, Windsor, Connecticut 06095
Organization of Community and School Staff for Restructuring the School Staff, Mr. Frederick Rossomando, Board of Education, 200 Orange Street, New Haven, Connecticut 06510

FLORIDA

Quinmester Instructional Management Model-Elementary, Dr. Martin Rubinstein, 1410 Northeast Second Avenue, Miami, Florida 33132

GEORGIA

First District Cooperative Educational Service Agency, Mr. Charles L. Coleman, 40 W. Grady Street, Statesboro, Georgia 30458
Atlanta Assessment Project, Mr. Ray L. Sweigert, Jr., Suite 313, 1001 Virginia Avneue, Hapeville, Georgia 30354
Results Oriented Management for Educational Project, Mr. John Clark, Thomas County Board of Education, P.O. Box 440, Thomasville, Georgia 31792

IDAHO

Curriculum Improvement by Internal Accountability, Mr. Wayne Waddoups, P.O. Box 113, Pingree, Idaho 83262

ILLINOIS

Educational Opportunities of Rural Consolidation, Mr. Richard G. Hackl, Olympia Community Unit School District #16, Box 462, Minier, Illinois 61759
Project Simu-School, Dr. Joseph P. Hannon, 28 East Huron Street, Chicago, Illinois 60611

INDIANA

Pupil Accounting System, Mr. Donald E. Sell, 1230 South Clinton Street, Fort Wayne, Indiana 46802
Design of a Management by Objectives System for East Allen County Schools, Mr. Robert Holt, 1240 U.S. 30 East, New Haven, Indiana 46774
Staff Accounting System, Mr. Ray Billingsley, Evansville-Vanderburgh School Corporation, 1 S.E. Ninth Street, Evansville, Indiana 47708
Pilot Projects PPBS, Mr. Richard Amick, Western Wayne Schools, Parkway Drive, P.O. Box 109, Cambridge City, Indiana 47327
PPBS Project, Mr. Wayne Kincaid, Indianapolis Public Schools, 120 East Walnut Street, Indianapolis, Indiana 46204

KENTUCKY

Comprehensive Curriculum and Staff Development, Mr. Jack Neel, Suite 427, College of Education, Western Kentucky University, Bowling Green, Kentucky 42101

MAINE

L.E.A.P. (Leadership Education and Administrative Practice), Mr. Robert A. Jones, City Hall Annex, Waterville, Maine 04901
Community Involvement in Educational Change, Mr. Wayne A. Settie, M.S.A.D. 75, Topsham, Maine 04086

MASSACHUSETTS

Crisis Prevention and Intervention, Ms. Ann Foley, 45 Myrtle Street, Boston, Massachusetts 02114

MICHIGAN

Instructional Program Planning Evaluation System, Mr. Richard Paul Cook, 1400 W. Monroe Street, Jackson, Michigan 49201
DECAP-Center for Planning-Accountability-Planning Region 12, Mr. Jack L. Carpenter, P.O. Box 497, Alpena, Michigan 49707
New Directions, Mr. Marvin J. Davis, Administrative Offices, Park Street, Grand Haven, Michigan 49417
Instructional Program Planning Evaluation System, Mr. Mo Kalin, 1400 West Monroe, Jackson, Michigan 49202
Increased Pupil Competency Through Staff Differentiation, Mr. Lloyd McPherson, 333 Dahlia Street, Lansing, Michigan 48910
COMET-Computer Oriented Management of Educational Talent, Mr. Wayne Hansen, West Broadway, Scottville, Michigan 49454
Instructional Management Model for Reading, Dr. John Heckerl, 3576 Cass-Elizabeth Road, Pontiac, Michigan 48054

MINNESOTA

An Accountability Model for LEA's, Dr. George Rabehl, Independent School District No. 279, 317 Second Avenue, N.W., Osseo, Minnesota

Developing a Program for Evaluating Non-Tenure Teachers, Mr. Donald Soderberg, 226 North First Avenue East, Duluth, Minnesota 55802

MONTANA

Organizational Self-Renewal in a Rural School District, Grades K-12, Dr. Jack Kreitinger, Superintendent of Schools, Three Forks, Montana 59752

NEBRASKA

Project EMPATHY (Emphasizing More Personalized Attitudes Toward Helping Youth) Ms. Mabel Goodwin, Omaha Public Schools, 3902 Davenport Street, Omaha, Nebraska 68131

Learning Accountability Project, Mr. George Stephens, Omaha Public Schools, 3902 Davenport Street, Omaha, Nebraska 68131

Model Guidance, Mr. Dan Hansen, Bellevue Public Schools, Box 458, Bellevue, Nebraska 68005

Twelve Month School, Mr. James Herfkins, Papillion Public Schools, 130 West 1st Street, Papillion, Nebraska 68046

Learning Community School, Ms. Mary Kluender, East High School, 1000 South 70th Street, Lincoln, Nebraska 68510

NEW JERSEY

Building a Comprehensive Planning Capability Model with EPPBS (Planning Programming Budgeting System), Trenton Public Schools, 9 S. Stockton Street, Trenton, New Jersey 08611

Project on Educational Planning, Mr. Joel Geller, Rutgers Graduate School of Education, 10 Seminary Place, New Brunswick, New Jersey 08903

Project Cycle, Mr. Harry H. Sellover, 57 Trinity Street, Newton, New Jersey 07860

Wall Township Program Planning and Evaluation Package: WALLPAC, Mr. Harry W. Baldwin, P.O. Box 1199, Wall, New Jersey 07719

Instructional Systems Improvement Center, ISIC, Dr. George A. Wilson, Box 52, Parsippany, New Jersey 07054

Project PLAN (Program for Learning in Accordance with Needs), Ms. Sylvia A. Williams, 35 North New Jersey Avenue, Atlantic City, New Jersey 08401

Sussex Avenue School Community Resource Center, Mrs. Robbye Lee, 31 Green Street, Newark, New Jersey 07102

Planned Change: A Process Model, Mr. Joseph McCormack, South Brunswick High School, Monmouth Junction, New Jersey 08852

Systems Approach to District Wide School Improvement, Mr. Roger E. Nathan, Woodstown-Pilegrove Regional School District, 4 West Avenue, Woodstown, New Jersey 08098

School Community Communications (SCC) Model, Mr. John T. Whiting, Board of Education, 233 Lafayette Avenue, Chatham, New Jersey 07928

Education, Planning, Programming, Budgeting System (EPPBS), A Comprehensive Planning Model, Mr. Elmer F. Corda, Garden Plaza Building, Route 130, Willingboro, New Jersey 08046

Educational Improvement Center, Dr. Thomas S. Hamill, EIC-Northwest, Halko Drive, Cedar Knolls, New Jersey 07927

Differential Data Based Educational Programming for Teachers and Students, Ms. Barbara Pentre, Ms. Hilde Weisert, 70 Grand Avenue, Englewood, New Jersey 07631

NEW YORK

New York City Regional Center for Planning and Management, Dr. Shelley Umans, 110 Livingston Street, Brooklyn, New York 11201

Planning-Programming-Budgeting System Model, Dr. John Murphy, 445 Cayugo Road, Buffalo, New York 14225

Instructional Support System, Dr. Thaddeus Obloy, Guilderland Central Schools, State Farm Road, Guilderland, New York 12084

Computer Based Educational Planning and Evaluation Model, Dr. Joseph McGivney, 103 Waverly Avenue, Syracuse, New York 13210

NORTH CAROLINA

A Model for Developing Leadership in Rural Schools, Mr. Charles L. Recktenwold, P.O. Box 439, 303 B East Rowan Street, Clinton, North Carolina 28328

OHIO

School-Community Evaluation and Development System, Ms. Joan W. Nicholas, 7001 Reading Road, Cincinnati, Ohio 45237

School Management and Evaluation System, Dr. James N. Jacobs, Cincinnati Public Schools, 230 E. 9th Street, Cincinnati, Ohio 45202

A Demonstration of Participative Management in an Educational System, Mr. Paul E. Smith, Westlake City Schools, 2282 Dover Center Road, Westlake, Ohio 44145

Cafeteria Unified Purchasing, Mr. Alex Pozniak, 420 W. Third Street, Elyria, Ohio 44035

Implementing Statewide Students Rights and Responsibilities, Mr. Donald Thompson, 49 East College Avenue, Springfield, Ohio 45501

Development of Instructional Television Guide, Mr. L. W. Huber, 270 East State Street, Columbus, Ohio 43215

OKLAHOMA

Educational Improvement Through Instructional Models and Improved In-Services Strategies, Mr. Bill Hicks, Blackwell, Oklahoma 74651

PENNSYLVANIA

Cooperative Planning for a Flexible School Year, Mr. William W. Ingraham, Pennsbury School District, Yardley Avenue, Fallsington, Pennsylvania 19054

Rochester Three Plus System, Mr. Matthew Hosie, Rochester Area School District, 540 Reno Street, Rochester, Pennsylvania 15074

Competency Based Certificate II Program Approval, Dr. Patrick F. Toole, Executive Director, Central Susquehanna Intermediate Unit, Box 213, Lewisburg, Pennsylvania 17837

Developing Teacher Accountability for Instruction Effectiveness, Mr. Claude H. Readly, Jr., Shamokin Area School District, Senior High School Annex, Shamokin, Pennsylvania 17872

Learning Resources Aides, Mr. Raymond Dombroski, Erie School District, 1511 Peach Street, Erie, Pennsylvania 16501

Joint Public-Parochial Planning Councils Project, Mr. Thomas C. Rosica, Philadelphia School District, 21st Street and Parkway, Philadelphia, Pennsylvania 19103

Social Studies Curriculum Inservice Project, Mr. Allen Row, Mount Union School District, 706 Shaver Street, Mount Union, Pennsylvania 17066

TENNESSEE

Comprehensive Evaluation System, Dr. John W. Schaerer, 3100 Rossville Boulevard, Chattanooga, Tennessee 37407

VIRGINIA

Right To Read, Mrs. Evelyn Murray, Bristol City School Board, Bristol, Virginia 24201

Reading Education Accountability Design (Project READ), Mr. E. Leigh Griffin, Nansemond City Schools, P.O. Box 337, Driver, Virginia 23347

Regeneration: Inner-City School Survival, Mr. Edward L. Daughtrey, Maury High School, 322 West 15th Street, Norfolk, Virginia 23507

WISCONSIN

Project E.A.S.T. East Area Study for Tomorrow, Mr. Donald Hafeman, East High School, 545 W. Dayton Street, Madison, Wisconsin 53703

Facilitation of the Development of a Systems Approach to the Management of Educational Resources, Mr. Edwin Benter, 1341 Park Avenue, Racine, Wisconsin 53404

WYOMING

Pilot Project for the Implementation of an Accountability System, Mr. Alfred W. Koch, 3rd and Buffalo Streets, Rawlins, Wyoming 82301