DOCUMENT RESUME

ED 189 704 EA 012 834

TITLE Pennsylvania Management Assistance Team Procedural Manual.

INSTITUTION Pennsylvania State Dept. of Education, Harrisburg.

PUB DATE 80

NOTE 26p.: Not available in paper copy due to marginal legibility of some pages. Prepared by the Bureau of Management Support Services.

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.

DESCRIPTORS *Administrative Organization: Elementary Secondary Education: Evaluation: *Problem Solving: Program Improvement: Program Proposals: Records (Forms): *School Districts: *State Departments of Education: *Teamwork

IDENTIFIERS *Management Assistance Teams: *Pennsylvania Department of Education

ABSTRACT

This procedural manual describes the services of management assistance teams to local education agencies in the state of Pennsylvania. The purpose of the teams, provided by the Pennsylvania Department of Education, is to conduct studies and submit recommendations for changes that would result in improved management practices and more economic operational procedures. The report discusses the initial planning session, assignment of team members, review responsibilities, preparation for the management review, and the review report. Sample forms are included. (Author/LD)

PENNSYLVANIA
MANAGEMENT ASSISTANCE TEAM
PROCEDURAL MANUAL

Bureau of Management Support Services
Pennsylvania Department of Education
333 Market Street
Harrisburg, PA 17126

Commonwealth of Pennsylvania
Dick Thornburgh, ***Governor***

Department of Education
Robert Scanlon, ***Secretary***

Office of Basic Education
Ronald Lewis, ***Commissioner***
Francis Moran, ***Deputy Commissioner***

Bureau of Management Support Services
George Sauers, ***Director***

April 1980

FOREWORD

These are challenging times. So much is occurring in the area of organization diagnosis and development that it is almost impossible for anyone to keep well informed. In addition, the chief school officer of an education agency has the awesome responsibility to provide quality education, administer equitably and to manage an institution that has few impact indicators by which success can be measured.

All of this coupled with needed creativity, innovation, and experimentation opens up so many possibilities that it becomes very difficult for a person, whatever his/her talents may be, to know the range of choices, to know what the options are, and to know what the strengths and limitations of each one may be.

These present a clear mandate to the Pennsylvania Department of Education to provide assistance to local education agencies in arriving at solutions to existing and potential administrative problems. As a result, management assistance teams have been established for the purpose of providing direct assistance to requesting agencies. The management assistance teams will conduct studies and submit recommendations for changes which should result in improved management practices and more economical operational procedures.

Ronald H. Lewis

Ronald Lewis
Commissioner for Basic Education

TABLE OF CONTENTS

THE
PENNSYLVANIA MANAGEMENT ASSISTANCE TEAM

GENERAL INFORMATION

The Bureau of Management Support Services of the Pennsylvania Department of Education has instituted a new approach to assisting local education agencies (LEAs) in the administration and management of the non-instructional aspects of their institution. This service will include a multi-faceted look at how the agencies are fulfilling their administrative responsibilities and will provide assistance in arriving at solutions to existing and potential administrative and financial problems by utilizing the highest possible efficiency in the allocation of their resources.

Management Assistance Teams composed of staff members from several bureaus of the Department of Education will join with requesting LEAs in the Commonwealth in cooperatively exploring their agencies' management practices, and will conduct studies and submit recommendations for changes that should result in improved management practices and economical operational procedures.

Purpose

Specifically, the purpose and objectives of the Pennsylvania Management Assistance Team studies are as follows:

1. The primary purpose of the assistance teams through study, recommendation and direct assistance is to assist LEAs in strengthening their school administrative and management processes.
2. The general objective involves the assistance team, in cooperation with LEA personnel, conducting on-site reviews to identify the status of LEA management as related to problem areas within identified management functions and to develop recommendations for strengthening LEA capabilities for managing programs in those functional areas. For identification, the general management function areas are: Administration, Evaluation, Finance, Management, Skill Development, Personnel, and Miscellaneous. As a result of the review process:
   a. The assistance team and the LEA team will collect and analyze data which describes strengths, outstanding practices, and problems of management.
   b. Concurrent with the collection and analysis of data, the combined teams will recommend, and through discussions, test the applicability of alternative approaches for improving techniques, processes, and services of management.
   c. Management Assistance Team members will acquire a better understanding of State education program management within the context of LEA goals, objectives, structures and functions. This comprehension will be demonstrated through revisions of team study and review processes and their implementation for subsequent cycles.
   d. LEA team members will acquire a better understanding of techniques, processes and services for effectively managing and coordinating programs. This will be demonstrated by their plans for implementing assistance team recommendations on a scheduled basis.
   e. Management assistance team members and LEA team members, through discussion, will identify State program policies, procedures, and regulations which should be improved for more effective management.

Reviews

Although the reviews concentrate on the management functions, which are common to the operation of all programs, the specific program scope may vary slightly based on the perception of the problems by the LEA and its desire to correct or modify them. It is a basic function of the assistance team to assist the LEA in identifying and in some instances delimiting the areas of study as well as helping them to solve, remediate and prevent problems by promoting management techniques and procedures of greater efficiency and fiscal accountability.

Findings-Conclusions

The Management Assistance Team's draft report and its final report will contain findings, conclusions, recommendations and commendations. It should also be noted that recommendations and commendations will not be made without presenting supporting findings and conclusions. Similarly, findings and conclusions will not be included without making recommendations or commendations.

Recommendations

The recommendations for improvement of LEA programs are not mandatory but can if accepted act as change agents for meeting the increasing need to develop the ability to identify and deal with the broad and rapidly changing responsibilities, opportunities and problems in education and its administration. Acceptance of the recommendations will also serve to support the cooperative nature of the study and will assist in establishing a sound basis for a coordinated working relationship between the Pennsylvania Department of Education and the LEA.

In many instances, after studies have been conducted by management assistance teams, the LEAs could design their own teams to expand and carry out the study process and review on a continuing or periodic basis.

PLANNING MEETING — REVIEW DATES

Procedures

On receipt of a written request from the Chief School Administrator (CSA) of an LEA or designate, the chairperson of the Management Assistance Team will meet with that official and administrative staff in a 1-day planning session to discuss the purpose, objectives, and procedures of a management assistance review. The following will be discussed:

1. **The Management Assistance Review Program** — a description of the purposes, objectives and processes (this document).
2. **Definition of Management Functions.**
3. **The Review Time Schedule** – the plan for the on-site review.
4. **The Self Analysis Document** — an outline of the information to be assembled by the LEA to assist the management assistance team and the LEA team in preparing for the review.
5. **The Discussion Guide Reference** — a guide for planning the discussion of each management function.
6. **LEA Responsibility Plan** — a plan which describes action to be taken by the LEA to achieve the objectives of the review.
7. **State Management Assistance Team Responsibilities.**
8. **Report Outline** — a standard outline for use by the assistance team in preparing the written report.

Although final arrangements regarding all procedural matters will not likely be settled at the 1-day planning session, three key decisions should be made:

1. The designation of an LEA staff member who will be responsible for coordinating review activities within the LEA and for coordination with the chairperson of the Management Assistance Team.
2. The date and duration of the review.
3. The date for completing and sending on to the management assistance the self-analysis material (at least 20 days prior to the scheduled review).

Other preparations which should be initiated during the planning session include:

1. Development of the review agenda.
2. Identification, verification, additions, deletions of the programs to be included in the review.
3. Development of the LEA responsibility plan:
   a. The selection of LEA staff and their assignment to the program study groups.
   b. Possible participation and selection of other personnel for program study groups (school board, citizens, business, etc.) — optional.
   c. Orientation plan for LEA staff members and others.
   d. Assignment of self-analysis document to appropriate personnel for completion.
   e. Identification of special problems.
   f. Physical arrangements for the review.
   g. Management assistance review publicity — optional.
   h. Procedures for reviewing the draft Management Assistance report.
   i. Procedures for analyzing the final report and developing implementation plans.

After the initial planning session and prior to the management review, the chairperson of the Management Assistance Team will arrange a follow-up planning meeting or other forms of communication with the LEA coordinator. At this time plans will be finalized for the review and the implementation of other specified LEA responsibilities.

PREPARATION — MANAGEMENT ASSISTANCE TEAM

Training

All team members will participate in two general orientation sessions with one meeting taking place prior to the initial on-site planning session and the other prior to the on-site review in order that additional information about the LEA can be presented and discussed. The chairperson is responsible for the recruitment, orientation and assignment of team members to the identified problem management function areas.

During the orientation sessions the team will:

1. Establish an agenda and schedule for the review preparation.
2. Obtain a thorough knowledge of the purposes, objectives, and procedures of the review.
3. Develop an understanding of the roles and functions of team members.
4. Become familiar with the LEA's Responsibility Plan.
5. Study and discuss program and management information about the LEA that is available within the Department of Education.
6. Analyze and discuss the LEA's Self-Analysis Document and other materials.
7. Develop tentative findings, conclusions and recommendations and prepare key questions for use and follow-up at the on-site review.

Each management assistance team member will be assigned the responsibility to review or assist in the review of a specific management function. To carry out that responsibility each team member will:

1. Make a determined effort to inform himself about the status and level of development of the management processes in each LEA reviewed.
2. Prepare prior to the on-site review, using the self-analysis and other documented information, a preliminary hypothesis on the status of the management function assigned.
3. Gather evidence during the on-site visit to substantiate hypotheses, verify conclusions, and support recommendations.
4. Prepare a written draft section of the LEA report and submit to team chairperson by the end of the on-site review week and, in consultation with the chairperson, prepare the revised draft section according to the time schedule established.

REVIEW RESPONSIBILITIES

Team Chairperson

During the review the chairperson will:

1. Coordinate the activities of the review and supervise and assist the work of the team.
2. Work with the LEA coordinator to modify schedules as necessary and plan sessions.
3. Arrange for individual interviews between PDE/LEA personnel as needed.
4. Lead team discussions at the close of each day's meeting.
5. Assist team members in preparing for each day's session.
6. Assist team members in analyzing findings, developing conclusions and preparing tentative recommendations.
7. Require each team member to prepare a draft of his/her final morning's report and to discuss it with the team prior to presentation before the LEA group at the close of the review.
8. Collect a copy of each team member's report at the close of the review.

Within the context of the above, the LEA coordinator is responsible for working with the management assistance chairperson to insure that schedules are maintained, that facilities are adequate, and that LEA personnel participate as scheduled.

Team Members

1. Serving as discussion leader for the area assigned and establishing liaison with the LEA member(s) prior to the review.
2. Collecting and analyzing data which describes strengths, outstanding practices, and problems of program management.
3. Suggesting and testing, through discussions, the applicability of alternative approaches for improving techniques, procedures and services of management.
4. Determining methods used within the LEA to coordinate programs, and suggesting and testing, through discussions the applicability of alternative methods for interrelating programs.
5. Identifying State program policies, procedures, and regulations which should be improved.
6. Meeting daily as a team member to exchange information, sound out tentative conclusions and recommendations and to formulate strategy.
7. Developing a preliminary report, consisting of findings, conclusions and tentative recommendations for discussion with team members and for presentation at the final review session.

LEA RESPONSIBILITY PLAN

This plan is provided as a guide to the LEA in preparing for the management review. It supports the cooperative nature of the activities and assists in establishing a basis for developing a coordinated working relationship between the Pennsylvania Department of Education and the LEA.

The degree of each LEA's commitment and involvement is appropriately left to its discretion. The benefits which the LEA derives from the review, however, are directly proportionate to the commitment made by it to the review activities.

The preparation for the review should be focused upon one primary objective: the development and implementation of an LEA orientation for its review participants which will insure the most productive sessions possible. To achieve maximum benefit all participants must understand their roles and responsibilities.

LEA Coordinator

Some of the more important duties which might be delegated to the LEA Coordinator are:

1. Acting as liaison between the LEA and the Department of Education for all matters relating to the review activities.
2. Selecting and appointing all LEA participants in the review.
3. Coordinating and implementing orientation and training for all LEA personnel participating in the review.
4. Distributing, collecting and analyzing the LEA's self-analysis documents and sharing them with the review team.
5. Coordinating all public information relating to the review.
6. Making all physical arrangements for the review.
7. Developing and implementing procedures for reviewing the draft report.
8. Preparing and submitting the formal response to the review, with an implementation plan.

The selection and appointment of the LEA personnel participants needs careful consideration and should be those who:

1. Are knowledgeable about the overall agengy as related to the management function assigned.
2. Have sufficient experience with the agency to be able to interpret information for the assistance review team members.
3. Are able to assist discussions and formulate and present key questions which will accurately determine the status of each management function.
4. Can supply supplementary facts to clearly establish findings.
5. Are able to contribute to the conclusions and recommendations drawn from the data and discussions.

LEA Personnel

1. Providing data and discussion in the area assigned and assisting in collecting data and materials that describe strengths, outstanding practices, and problems of management.
2. Reacting to and presenting suggestions and recommendations about the applicability of alternative approaches for improving techniques, processes, and services of management.
3. Providing information which will assist in determining methods used within the LEA to coordinate and interrelate programs.
4. Meeting with management assistance team members to assist in summarizing findings, conclusions and tentative recommendations.

MANAGEMENT ASSISTANCE TEAM REVIEW REPORT

Report Procedures

During and after the on-site review, the team members will complete draft sections of the report for which they are responsible and submit them to the team chairperson according to the established schedule.

Using the standard report outline, the team chairperson will coordinate the preparation of the report and will prepare all parts not assigned to individual team members. After a review and clearance of the draft report, the chairperson will arrange a 1-day meeting with the CSO and his/her management staff to discuss the draft. Copies of the draft are to be sent to the CSA within 36 days after the close of the on-site review and at least a week in advance of the 1-day meeting.

At the 1-day meeting the team chairperson will review the report in detail with the CSA and staff. The objective of this meeting are:

1. To correct any inaccuracies in the report.
2. To review and test the feasibility of the recommendations.
3. To obtain from the LEA a commitment to develop a plan for studying the report, a ranking of the recommendations according to importance in strengthening the LEA's management of programs, and a list of those recommendations which the LEA will begin immediately to implement or for which strategies may be developed. The LEA's response is to be sent to the team chairperson within 15 days and will become a part of the report, as provided in the Report Outline.

Following the 1-day meeting to review the draft report and receipt of information from the LEA (see #3 above), the team chairperson will prepare a final report which will be submitted to the Bureau Director for review and clearance after which it will be sent for duplication. Copies will be sent to the CSA for use and copies will be distributed internally within the Department of Education and to other interested parties on request.

FOLLOW UP DEVELOPMENTAL ASSISTANCE

In the event the CSA desires assistance in drawing up a performance work plan for the implementation of the review recommendations or assistance in carrying out the work plan, contact should then be made with the chairperson of the Management Assistance Team or the Director of the Bureau of Management Support Services.

MANAGEMENT ASSISTANCE TEAM REVIEW — EVALUATION

Evaluation Instruments

The Management Assistance Team review program will be evaluated each year to determine the extent to which its objectives have been achieved. Evaluation data will be obtained from:

1. "LEA Personnel Comments."
2. Team Chairperson "Report of the State Management Review."
3. Team Members "Comments on the State Management Review."
4. Review Reports.
5. LEA's plan for implementing the recommendations.
6. Field observation reports.

APPENDICES

A. Management Review — 1 Day Pre-Review Planning Report
B. Review Time Schedule
C. Report Outline — For Draft and Final Report
D. LEA Personnel Comments Form
E. Team Comments on Management Assistance Review
F. Management Assistance Team Request Form
G. Management Assistance Team — Areas of Study

A

MANAGEMENT ASSISTANCE TEAM REVIEW

1-Day Prereview Planning Report

LEA _____ CHAIRPERSON _____

DATE OF PLANNING SESSION _____ DATE OF REVIEW _____

LEA PARTICIPANTS AT 1-DAY PLANNING SESSION:

CSA ☐ DEPUTY ☐ MAJOR DIVISION DIRECTORS ☐

LEA COORDINATOR (Position) _____

OTHERS _____

REVIEW AGENDA DESCRIPTION: (Describe general format to be followed during review.)

_____

_____

EVALUATION OF LEA REACTION TO REVIEW:

_____

_____

_____

UNIQUE PROBLEMS NOT COVERED BY PROCEDURES:

_____

_____

_____

16

B

TYPICAL MANAGEMENT ASSISTANCE TEAM REVIEW SCHEDULE

Day (working)	Date (calendar)	Activity
1		• Receipt of LEA Assistance Requests
3		• Selection & recruitment of Review Team
5		• 1st meeting of Review Team
10		• Planning Meeting with CSA of LEA
20		• Receipt of self-analysis document & other materials from LEA. (At least 20 days prior to review)
30		• Follow-up planning meeting with CSA of LEA (at least 10 days prior to review)
35		• 2nd meeting of Review Team (at least 5 days prior to review)
40		• Management Assistance Team on-site review (2-4 days)
76		• Draft report of review completed and sent to CSA of LEA. (no more than 36 days after review is completed)
80		• Draft report discussion with CSA of LEA (no later than 5 days after report)
100		• Final report of management review completed.

The above is a typical time schedule for a management assistance review and should be adhered to as closely as possible although it should not be considered so inflexible that it could not be altered depending on certain circumstances.

Within a time period extending over a calendar, school or fiscal year, several management assistance reviews can be carried out that will overlap, follow or be conducted concurrently with others within the context of this time schedule. Due consideration must be given, of course, to the availability of personnel to staff the management assistance teams.

C

MANAGEMENT ASSISTANCE TEAM REVIEW

Report Outline

1. Acknowledgements
2. Table of Contents
3. Introduction (Standard)
4. Highlights of overall LEA management and review
   —briefly notes exemplary and noteworthy management practices
   —highlights major recommendations
5. Management Functions
   —describes findings and conclusions and makes recommendations and commendations for each management function
   a. Management function reviewed (definition to follow page heading)
      (1) Finding and Conclusion #1
         —Recommendation/Commendation
      (2) Finding and Conclusion #2
         —Recommendation/Commendation
      (3) Etc.
   b. Etc.
6. General Administration and Organization
   —for use if there are other recommendations which do not fit into any one of the management functions.

D

LEA _____

Group Member / /

MANAGEMENT ASSISTANCE REVIEW
LEA PERSONNEL COMMENTS FORM

The Management Assistance Review (MAR) of your Local Education Agency (LEA) has been completed. In order to improve the review process, we need your frank comments and suggestions.

You can react to most of the items given below by a check in the appropriate column. If there is insufficient space for your reactions to write-in items, please make additional comments (by item number) on the back of this sheet or add another sheet. Print "NA" if an item is "Not Applicable" to your MAR.

Please return this form to the State Team Chairperson or mail to:

Mr. George D. Sauers, Director
Bureau of Management Support Services
Pennsylvania Department of Education
333 Market Street
Harrisburg, PA. 17126

You need not sign your name. Thank you for your immediate reactions.

1. What were the purpose and objectives of the Management Assistance Review as you understood them?

_____

_____

_____

_____

	Yes	No
2. Did you understand the procedures of the MAR prior to the on-site visit?	____	____

3. If your answer is "no" in question 2, what would have been helpful to you in gaining a better understanding of the proposed MAR?

_____

_____

_____

	Yes	No
4. Did the MAR meet your expectations?	____	____

5. If the answer is "no" in question 4, what did you expect?

_____

_____

_____

6. Did you know that Self-Analysis Forms were to be used as a basis for the MAR?	____	____
7. Were the Self-Analysis Forms useful to you in preparing for the MAR?	____	____
8. During the discussions of the MAR did the State team show that it was familiar with the data included on the Self-Analysis Forms?	____	____
9. In your judgment, were the major management problems identified during the MAR?	____	____

10. If the answer is "no" in question 9, what procedures would assist in identifying the major problems?

_____

_____

_____

_____

11. Did you have the opportunity to make recommendations concerning the problems?	____	____

12. Indicate your opinion concerning the amount of time devoted in the MAR to each of the functions listed below:

	TIME ALLOTTED		
	Need Less	About Right	Need More
a. Administration	____	____	____
b. Evaluation	____	____	____
c. Finance	____	____	____
d. Management	____	____	____
e. Skill Development	____	____	____
f. Personnel	____	____	____
g. Miscellaneous	____	____	____

	Yes	No
13. Do you believe that the members selected for the State team had sufficient expertise necessary to conduct the review?	___	___

14. If your answer is "no" to question 13, suggest omissions and types of personnel required.

_____

_____

_____

15. Were there too many members of the State and LEA teams present for the MAR?	___	___

16. If your answer is "yes" to question 15, suggest the appropriate size.

_____

_____

17. Do you feel that everyone on the State and LEA teams had the opportunity to express his views and ideas?	___	___
18. Did you like the use of the small groups for the discussions?	___	___
19. Did you feel that the MAR enabled you to view your programs objectively?	___	___
20. Did you gain insights concerning related and other programs in the LEA that will help you function more effectively?	___	___
21. Did you feel that top management was sufficiently involved in the MAR?	___	___
22. Did you feel that middle management was sufficiently involved in the MAR?	___	___
23. Do you feel that any time was wasted?	___	___

If yes, indicate where:

_____

_____

_____

24. Should there be more orientation concerning the MAR and more inter-departmental self-analysis before the MAR?	___	___
25. Do you see merit in your LEA using the MAR process in future endeavors?	___	___
26. Was the oral presentation of findings and recommendations on the last day adequate, pending final written report?	___	___

27. If your answer is "no" to question 26, how could it be improved?

28. ADDITIONAL COMMENTS AND SUGGESTIONS AND REACTIONS.
(Use added sheet if necessary)

E

TEAM COMMENTS ON MANAGEMENT ASSISTANCE REVIEW

NAME_____ AREA_____

Please provide your assessment of the following aspects of the MAR on a 1 through 5 scale, using number 5 to represent the **highest** value and 1 to represent the **lowest.**

Rating

1. Adequacy of Team Training

   a. General Sessions for team members. ____

   b. Functional training ____

   c. LEA team meetings ____

2. State Team Performance

   a. Interest in MAR by team members ____

   b. Participation and leadership in discussions with LEA staff ____

   c. Ability of team to identify problems and recommend alternative approaches ____

   d. Ability of team to produce summary report for last session ____

   e. Overall performance of team ____

3. LEA preparation for the review ____

COMMENTS:

1. Highlights of the review (include outstanding management practices):

2. Recommendations for improving reviews:

MANAGEMENT ASSISTANCE TEAM

REQUEST FORM

Requesting Institution:

Name: _____

Address: _____

_____

_____

Telephone: (AC) _____

Person Making Request:

Name: _____

Title/Position: (s) _____

Information Data: Use reverse side if necessary

a. Nature of Problem: _____

_____

_____

_____

_____

_____

_____

_____

_____

_____

b. Assistance needed (see list): 1 2 3 4 5 6 7 8 9 10

11 12 13 14 15 16 17 18 19 20 21 22 23 24

25 26 27 28 29 30 31 32 33 34 35 36 37 38

39 40 41

_____
Superintendent

_____
Date

Date received in PDE _____

Bureau of Management Support Services, Pennsylvania Department of Education, 333 Market Street, Harrisburg, PA 17126

DEBE-1839 (1/80)

G

MANAGEMENT ASSISTANCE TEAM

AREAS OF STUDY

ADMINISTRATION

1. Child accounting
2. Projecting enrollments
3. School subsidy
4. Inventory control
5. Building maintenance
6. Building operation
7. Insurance coverage
8. School building construction
9. Transportation
10. Cafeteria operation (food and nutrition services)

EVALUATION

11. District staff evaluation system
12. Facility evaluation

FINANCE

13. Accountability in budgeting
14. Computerizing school accounts
15. Bidding and purchasing
16. Budgeting process
17. Purchasing
18. Cash management
19. School subsidy
20. Investment counseling and procedures
21. Revenue projecting
22. Zero-based budgeting
23. Effecting economies

MANAGEMENT

24. Organizational development
25. Management by objectives
26. Team management concept (decision-making)
27. Results-oriented management
28. Developing school district policies

SKILL DEVELOPMENT

29. Hiring practices
30. Improving administrator/board/staff relationships

PERSONNEL

31. Motivating staff personnel
32. Staff development (group process skills)
33. Preparing a staff handbook
34. Building and maintaining staff morale

MISCELLANEOUS

35. Planning
36. Community involvement
37. Declining enrollment
38. Energy conservation
39. Equal educational opportunity/affirmative action
40. Protecting pupil property
41. Protecting school property