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ABSTRACT
        This report concludes the final phase of a project
designed to help occupational and manpower training administrators
apply the best available management concepts to the analysis and
solution of a wide variety of problems. This 2-week experimental
institute was presented to a group of Massachusetts administrators
from such organizations as public vocational-technical schools,
manpower training programs, community colleges, and Commonwealth
agencies. Arranged in five chapters, the report provides: (1) an
introduction to the organization of the report, (2) background
information concerning the project, (3) an evaluation of the project
which includes participants and staff observations, (4) 12
recommendations in regard to improving the effectiveness of the
Institute, and (5) a proposed design for future institutes. Included
in the appendix are the Project Plan, the Institute Prospectus and
Schedule, and the Institute Bibliography. (Author/BH)

FINAL REPORT

OF A

PROJECT TO PLAN, DEVELOP, PRESENT,
AND EVALUATE A MANAGEMENT INSTITUTE FOR
EXPERIENCED OCCUPATIONAL EDUCATION AND
MANPOWER TRAINING ADMINISTRATORS.

Performed by

TECHNOLOGY MANAGEMENT INCORPORATED
One Broadway
Cambridge, Massachusetts

Under Contract To

DIVISION OF OCCUPATIONAL EDUCATION
Department of Education
Commonwealth of Massachusetts

APRII, 1971

TECHNOLOGY MANAGEMENT INCORPORATED

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I. INTRODUCTION

This report concludes the final phase of a project to plan, develop, present, and evaluate a Management Institute for Experienced Occupational Education and Manpower Training Administrators.[1] The project was performed by Technology Management Incorporated (TMI) of Cambridge, Massachusetts, under contract to the Commonwealth of Massachusetts Division of Occupational Education.[2] It was financially supported, in part, by a grant from the Office of Education of the U.S. Department of Health, Education, and Welfare in accordance with the Massachusetts State Plan pursuant to Part F, Section 553, of the Education Professions Development Act.

The 2-week experimental Institute was presented in Danvers, Massachusetts, during the weeks of January 10 to 15 and January 25 to 29, 1971, to a group of Massachusetts administrators from several types of organizations: public vocational/technical schools, manpower training programs, community colleges, and Commonwealth agencies concerned with occupational education and manpower training. The overall project, of which the Institute presentation was the focal event, was initiated in August 1970 and concluded in April 1971 with this report.

The report summarizes important aspects of the project and the Institute and presents conclusions and recommendations concerning the conduct of similar training institutes in the future. The Institute has also been referred to as a "mid-career institute for occupational education administrators" and a "training technique for occupational education administrators" in previous contractual and reporting documents. The title used in this report is that which was actually employed in Institute solicitation and presentation.

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[1] Referred to in the remainder of this report as "the Institute."

[2] Referred to in the remainder of this report as "the Division."

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Organization of the Report

This report is organized in five parts. This intro-
duction provides basic information to orient the reader
and summarizes the major recommendations that TMI devel-
oped concerning this type of training for occupational
education administrators. Chapter II, "Description,"
briefly discusses the history of the project, including
some important problems and changes characterizing the
phases of the project preceding Institute presentation.
It describes, in greater detail, the design and charac-
teristics of the Institute presented in the pilot session,
but does not discuss the actual presentation.

Chapter III, "Evaluation," discusses the evaluations
made and some of the conclusions reached by both instruc-
tors and participants during and after the Institute
presentation. It also explains the evaluation methodol-
ogy and describes pertinent activities and events which
occured during the Institute presentation.

Chapter IV, "Recommendations," addresses the future
application of the Institute, both as presented in the
pilot session and with desirable modifications. It
summarizes many of the conclusions and criticisms
expressed in Chapter III in the context of recommendations
and adds other recommendations based on TMI's experience
during the project as a whole and on the instructors'
experiences in other training programs. Chapter V,
"Proposed Institute Design," presents a specific integra-
ted recommendation for future institutes which is compati-
ble with the several, separate recommendations offered in
Chapter IV.

Summary of Recommendations

Based on the experience gained in the Institute
development, presentation, and evaluation, TMI recommends
the following:

1. Problem/action-oriented management training
   having a broad and systematic focus on the job
   of the administrator in a changing environment
   is needed.

2. The means employed to improve organizational
   effectiveness (the ultimate objective) should be
   training aimed at building the capabilities of

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the management team within these organizations, rather than training focused only on improvement in top administrators' capabilities.

3. New approaches, supplementing the preparation by each participant of a plan of action, should be employed to ensure that the training has both immediate and continuing impact on participating organizations.

4. Training should be provided to current and potential second echelon administrators within each participating organization as well as to top administrators.

5. Some training should continue to be directed toward the unique needs of top administrators, with participation restricted to top administrators.

6. The mix of participants in the Institute's target population should comprise a narrower range in terms of the types of organizations and programs to enable greater emphasis on specific problems and common organizational environments.

7. The Institute should be more adaptable to the varying needs of the participants and to the goals and programs of State and Federal Government leaders.

8. The Institute should play a "facilitating" rather than "initiating" role in serving the specific needs of priority populations (disadvantaged and handicapped).

9. The amount of overall training provided, in relation to the time spent by participants in formal training sessions, should be increased through expanded use of both advance preparation materials and post-session assignments and followup.

10. The training cost per participant should be reduced by increasing the number of participants attending sessions which cover certain types of subject matter (i.e., subjects suited to treatment in the lecture/general discussion mode).

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11. New means should be employed to stimulate inter-
     est and advance commitment from prospective par-
     ticipants.

12. The overall lesson plan and instructional
     methodology should be modified to focus more
     effectively on problems and action and to
     strengthen the development of an integrated con-
     cept of management.

     TMI's proposed design for future institutes incor-
porates the above recommendations and emphasizes TMI's
conclusion that the ultimate objective of improved
organizational effectiveness can be best served by a
significantly different approach than was used in the
pilot session. Specifically, the proposed design, titled
the Institute for Management and Organizational Develop-
ment, aims at building the capability of a management
team, rather than at improving the capability of only the
top administrator. Its strategy seeks improved adapta-
bility to specific organizational needs and greater post-
training impact on organizational and administrator
behavior by a 3-part approach:

     . a 4-day unit for top administrators;

     . a series of 15 to 25 elective Management
        Development Modules, 1/2 to 3 days each, which
        address specific management subjects and skills
        pertinent to top administrators, second echelon
        administrators, or both, to be conducted over a
        2- to 4-month period; and

     . a 1-day organizational unit, which brings
        together the top administrator and other partici-
        pating administrators from each organization,
        with perhaps 3 to 5 organizations represented
        at each session.

     It should be noted that the pilot session conducted
in January was effective as judged by instructors and
participants. Future application of that design would be
worthwhile, and its effectiveness would be increased as a
result of lessons learned during the presentation of the
pilot session. TMI's recommendation of a new design for
future institutes reflects an evaluation that the new
design is superior to the current design, but does not
imply that future application of the current design
should not be undertaken.

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II. DESCRIPTION

This chapter focuses on the major issues and problems encountered in planning and developing the Institute, the resolutions to these issues and problems, and the general design of the pilot session conducted in January 1971.

Background

Some familiarity with the project's history is helpful in understanding the issues, problems, and decisions that were involved in Institute development.

The initial idea for the project was conceived approximately two years before the project was formally started, and the proposal was under review for nearly a year prior to initiation. During this period, many individuals from numerous organizations and disciplines contributed to the initial specification of the Institute and to its emphasis and outcomes. A consequence of these cumulative contributions was an initially "overspecified" project and Institute; i.e., a series of objectives, participant characteristics, subjects, and methodologies were specified which, taken together, were inconsistent or incompatible in many aspects.

A further consequence of the delay in processing the proposal was the change in timing of the Institute presentation from early Fall 1970 to January 1971. Thus a 2-week Institute was scheduled during a period exceptionally busy for most occupational education administrators, rather than during a slack period as initially planned.

In addition, administrative changes in the Commonwealth's Division of Occupational Education created some uncertainties and necessitated several planning adjustments during development of the Institute. In late August 1970, during the summer preceding project initiation, the Associate Commissioner in charge of the Division retired and the Education Professions Development Act (EPDA) director left. The new Associate Commissioner did not take office until early December, only a month before the Institute presentation, and the task of EPDA direction was added to the responsibilities of another staff member who, in an understaffed agency, had responsibilities in many other areas as well. As a result of these administrative difficulties, TMI found it necessary both to assume responsibility for tasks not initially specified and to postpone development of, and eventually eliminate, certain aspects of the Institute design.

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The specific changes resulting from these factors are
described in the following sections in terms of the plan-
ning, development, final design, and presentation of the
Institute.

Planning

The initial project plan, required as part of the
contract specification, is included as Appendix A. While
the tasks performed and their sequence remained basically
the same as stated in the plan, several minor and major
changes were made as work progressed.

Minor changes included matters such as a shift in the
Institute presentation schedule from the first and third
to the second and fourth weeks of January and consequent
shifts in evaluation and reporting schedules; additional
interviews with members of the target population and
subsequent postponement of the questionnaire mailing; and
an earlier concentration on preliminary design and materials
preparation tasks than initially planned. Major changes
included TMI's assumption of responsibility for facility
arrangements and participant solicitation.

Of these changes, the most substantial was participant
solicitation. Under the contract, the Division had the
responsibility for soliciting and providing Institute
participants. TMI and the Division mutually agreed that
obtaining participants who had the appropriate authority
and competence (i.e., top administrators) was critical to
both the design and the effective presentation of the
Institute. During TMI's early interviews with the admini-
strators, it became apparent that some difficulty might
be experienced in obtaining their commitment to attend the
2-week Institute in January and that the solicitation effort
would need more attention than was initially planned. The
Division's workload and staffing conditions, however, limited
the amount of time that could be spent on this effort.
Consequently, TMI agreed to assist the Division in carrying
out its responsibility to provide participants by undertaking
several tasks beyond those specified in the original proj-
ect plan.

Specifically, TMI interviewed a sample of prospective
participants to determine their receptivity to the Insti-
tute's content and timing. Responses were sufficiently
positive to warrant proceeding with the development of a
solicitation package and a list of administrators to be

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invited. TMI prepared, reproduced, and mailed letters of
invitation from the Division of Occupational Education
and from TMI (see Appendix B) and a prospectus describing
the Institute (see Appendix C).

Development

The primary challenge during Institute development
was selecting, from among many, those specifications which:

- were consistent with major objectives and
  with one another;

- would collectively form a strong theme that,
  in turn, would produce significant impact on
  participant behavior; and

- were realistic in scope and content, given
  a 2-week maximum duration of training.

While both the Institute as a whole and its specific design
elements were experiemental in nature, the Division and TMI
shared the desire to produce immediate and continuing impact
on the participants.

A description of the changes in objectives during
Institute development indicates how design elements were
reshaped to produce a coherent overall design. The re-
mainder of this section, therefore, examines three sets
of objective statements and some of the factors which led
to modifications. Specifically, these sets include the
objectives in the contractual specification and in a
letter modification to the contract, and the objectives
formulated in the preliminary design.

The final design unit objectives are stated in the follow-
ing section.

The objectives initially stated in the contractual
specification are listed below:

". To clarify the necessity for effective plan-
ning of occupational education in response
to rapidly advancing technologies;

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. To emphasize the program needs of the
  disadvantaged and handicapped in today's
  changing industrial and social environ-
  ment;

. To acquaint the participants with the new
  and developing legal and policy environments
  created by state and national governments,
  particularly with respect to priority popu-
  lations;

. To familiarize participants with some of
  the new tools and techniques of planning
  and industrial management that have been
  developed over the past decade and to
  recommend applications to the planning of
  occupational education; and

. To provide participants with a general
  exposure to the interrelated challenges
  of urban affairs, industrial technology,
  manpower planning, population growth,
  and general education, as they relate
  to and affect occupational needs."

Discussions with acting heads of the Division during
the summer period between the Associate Commissioner's
retirement and project initiation produced some modifica-
tions to the above objectives. The experimental character
of the Institute was further emphasized; achieving imme-
diate impact on participant behavior was stressed; and the
emphasis of the objectives was shifted to some extent
from "broad exposure" toward "developing applicable com-
petence." These objectives were stated in a letter (which
became part of the contractual specification) as follows:

"The [Institute] will be multi-dimensional, addres-
sing itself to increasing the professional educa-
tional management competence of participating
administrators in a number of interrelated areas:

1. In comprehensive planning and forecasting as
    required to keep occupational education pro-
    grams abreast of emerging and changing
    technologies;

2. In keeping aware and taking practical advan-
    tage of the complex programs and resources
    of federal and state agencies upon which the
    administrator can draw;

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3. In using modern business management tech-
   niques that can be applied effectively to
   the development and management of occupa-
   tional education; and

4. In developing a sensitivity to the needs
   and a motivation for the development of
   programs for minority and other disad-
   vantaged groups; and in developing an
   understanding of the potential benefits
   and pitfalls associated with the use of
   priority population personnel as occupa-
   tional education management staff members."

   *   *   *   *   *

"The [Institute] will not be designed to make
a management specialist of the educational
administrator, but to upgrade and increase
the administrator's present level of compe-
tence in using management technologies in
the planning, organizing, and directing of
his educational responsibilities."

These early objectives were associated with a planned
participant mix which encompassed organizations and pro-
grams ranging from vocational/technical education to
manpower programs, to community college programs in occu-
pational education; administrative levels ranging from
state supervisors to top administrators at the local or
program level, to second echelon administrators, to
teachers aspiring to be administrators; and geographic
areas of responsibility ranging from statewide to urban
centers, to suburban schools, to the semirural regional
vocational/technical schools. Given that the Institute
was to be presented to a single unchanging group of
participants and was expected to produce immediate impact,
this broad potential range of participant responsibilities,
background, and interests was clearly a problem.

An analysis of priorities led to a further clarifica-
tion of participant status. The Division's high priority
on immediate or short-term impact resulted in the agree-
ment that participants should have sufficient authority
to put into practice the kinds of concepts and techniques
introduced in the Institute.

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Immediate impact would be most likely if the participants were currently administrators; i.e., individuals holding administrative positions as opposed to potential or aspiring administrators. The Institute design concept, therefore, was to be directed at participants having administrative responsibility and authority. Consequently, invitations to participate in the Institute were issued only to administrative level personnel. By concentrating instructional emphasis on this level, it was expected that homogeneity of interest would be retained to keep the Institute at a specific and practical level of instruction, as opposed to the general and theoretical level that might have been produced if lower level participants were added to the group.

This change alleviated the problems foreseen in mixing administrative levels and the associated range of administrative responsibilities. The issue of dealing with participants whose background, program purposes and target populations, and organizational characteristics were, however, quite different. The agreed upon participant representation encompassed the following categories:

- Commonwealth departments and agencies concerned with occupational education and manpower training programs:

    - Division of Occupational Education;

    - manpower organizations (e.g., DES, CAMPS);

    - Board of Regional Community Colleges.

- Occupational education organizations in city and regional schools and community colleges:

    - regional vocational/technical schools;

    - city and town vocational/technical schools;

    - community colleges.

- Manpower training organizations (including organizations responsible for training, coordination, and/or planning).

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This issue was resolved in two ways: First, Institute content and purpose would be focused on the administrator responsible for a school or manpower program organization. State-level participants would benefit by determining, with assistance from instructors, the relevance of locally oriented lessons for their broader ahd more general responsibilities, but unique state-level concerns would be addressed explicitly.

Second, to bridge the gap between presentation of generally applicable management concepts, approaches, and techniques and the participants' need to adapt these concepts, approaches, and techniques to the particular requirements of their own diverse program and organizational situations, a problem/action-oriented approach would be adopted. The design would emphasize the logical progression from problem identification to corrective action, both generally as an overall lesson plan format and specifically as an individual task to be conducted by each participant in connection with his unique needs and situation. Consequently, the objectives assumed a process-type formulation expressed, in the preliminary design, as follows:

". To define the critical needs and problems of occupational education/manpower administrators, emphasizing areas such as: forecasting and planning for emerging occupational needs; meeting the special needs of disadvantaged/handicapped populations; developing and obtaining support for new programs; and managing organizational change.

. To examine advanced management concepts and techniques that are appropriate to deal with these needs and problems.

. To explore and experiment with applications of these concepts and techniques, within the Institute setting, to the needs and problems of occupational education/manpower organizations in general, specific types of organizations, and each participant's own organization."

Final Design

The character and primary emphasis of the final design are expressed in the two letters of solicitation sent to prospective participants. These letters are contained in Appendix B. A complete statement of the problem/action-oriented approach and the major questions and management subjects addressed in the Institute is presented in the prospectus employed in solicitation. This prospectus is contained in Appendix C.

The objectives included in the final design were formulated to guide the integration of specific problem or subject units within the overall problem-action progression of the lesson plan. The primary objectives, on a unit-by-unit basis, are listed below.

1.   Introduction: To establish the results/action/change orientation and the instructor-participant relationship required to bring about results.

2a.   Define Problems: To establish a set of problems, faced by participants individually and collectively, and show how the Institute plans to deal with them.

2b.   Formulate Approach: To establish a process framework and constructive attitude in the form of a systematic problem-solving approach aimed at problems within participants' control.

3.   Define System: To establish a system framework of concepts and information about needs, resources, and institutions which will provide a reference for relating (a) various kinds of objectives and problems and (b) general problems with specific ones facing particular administrators.

4a.   Analyzing and Projecting the System - General: To examine the broad external environment with which occupational education/manpower (OE/M) administrators are concerned as a dynamic system to be analyzed, projected, and related to the demands placed on organizations, including exploration of some relevant "alternative futures" and the concept of dealing with uncertainty.

4b.   Analyzing and Projecting the System - Techniques: To examine specific techniques for forecasting the

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future and relating the future to organizations in
the OE/M area.

5. Program Planning: To examine types of planning and
planning concepts useful for relating current/future
environmental systems to the current program and
future plans of an OE/M organization, including
exploration of applicable Planning, Programming and
Budgeting System (PPBS) elements and concepts and the
formulation of program structures for OE/M in general,
for various types of organizations, and for partici-
pants' own organizations.

6a. Program Analysis and Design - The Process in General:
To apply PPBS-type program analysis approach and
techniques to elements of OE/M program structure,
emphasizing quantitative assessment of needs, opera-
tional objective statements, and examination of
alternative means of achieving objectives.

6b. Program Analysis and Design - The Process Applied to
Priority Populations: To apply program analysis to
the substantive problem of providing skills to
clientele with unique needs and characteristics.

7a. Program Development and Funding - General: To examine
the iterative process of determining administrative
requirements and funding possibilities to meet a
preferred program design, redesigning programs consis-
tent with administrative and funding constraints, and
related managerial approaches.

7b. Program Development and Funding - Middle Week Appli-
cation Assignment: To prepare a program design and
development and funding proposal in the priority
population area for presentation and evaluation.

7c. Program Development and Funding - Federal/State/
Local Criteria: To define the requirements for organ-
izational growth and effectiveness in terms of the
current and evolving criteria for support/funding
from various types of higher authority.

8. Process of Change: To examine organizational change
and adaptation from the standpoint of the administrator
seeking to gear his organization to a changing environ-
ment, to introduce new programs, and to implement action
on a series of defined problems.

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9. **Planning and Controlling Change:** To identify and plan the application of techniques useful to administrators seeking to move their organizations from "Point A" to "Point B" in terms of needs to be addressed by programs and existing administrative problems, by breaking down a change program into a series of projects.

10. **Organizational Design:** To evaluate existing organizational structures in relation to the management demands of (a) ongoing programs and (b) a program of organizational change.

11. **Institutional Planning and Control:** To define an immediate and longer term specification for organizational management information systems based on examination of current systems employed by OE/M administrators relative to the ongoing program needs, the demands placed by a commitment to change, and the state-of-the-art of information system technology and computer applications.

12. **Managerial Skills:** To plan a self- and subordinate-development program based on an evaluation of administrator and organizational requirements with respect to OE/M in general, specific current and future demands, and the change process.

13. **Organizational Development:** To place self- and subordinate-development in the broader context of a plan for introducing change to groups within the organization and for shaping the organization as a whole during the period of transformation.

14. **Anticipating Obstacles:** To predict and develop anticipatory plans to deal with obstacles to the specific kinds of changes which are likely to be attempted as a consequence of Institute experience.

15. **Plan-of-Action Development:** To prepare a time-phased plan for post-Institute action, based on preliminary analyses, decisions, and plans developed during the Institute.

16. **Summary and Evaluation:** To summarize the Institute approach, objectives, and content as preparation for participant evaluation of the program.

Some changes in unit design and sequence were made during the final design. For the most part, however, objectives were not modified significantly. Among the changes were the following:

. Simulation techniques for forecasting were emphasized to the exclusion of many other techniques as a result of reassessing the deficiencies in manpower data.

. The application of program analysis to priority populations was shifted to focus specifically on problems of motiviation and organizational climate among these populations.

. Program development and funding applied to priority populations were made an optional choice in the middle-week assignment because it became evident during the Institute that many participants wanted to pursue other kinds of problems during the period between sessions.

. Units concerned with the planning and controlling of change and with organizational design were resequenced, and emphasis was shifted from the technical aspects of planning change toward the behavioral analysis of the process and the requirements of change.

. The managerial skills and organizational development units were compressed and shifted to an emphasis on administrators' time problems and the means to plan and manage time more effectively.

A final set of objectives was established immediately prior to the Institute presentation for evaluation purposes. These objectives are discussed in Chapter III.

Further development of the problem/action-oriented lesson plan produced a mix of teaching methods, principally workshops, simulation exercises, case discussions, and lecture/general discussions. The teaching process generally proceeded from the particular to the general. For example, lectures on abstract principles of planning or management systems were avoided; lectures were emphasized that summarized the important content addressed in practical shop sessions and that provided additional guidance on the applicability and limitations of particular approaches or

techniques. Problem/action-oriented workshop sessions were
used to obtain personal and direct participant involvement
in working with management techniques on manageable ele-
ments of complex occupational education problems. Experience-
based learning through participation in management simula-
tion exercises was emphasized in the units of the Institute
concerned with organizational behavior.

Institute Presentation

The Institute was presented during the weeks of
January 10 to 15 and January 25 to 29, 1971. The Institute
schedule is contained in Appendix D. The set of materials
provided to participants is listed in Appendix E, according
to the day-to-day grouping and sequence in which they were
discussed in formal sessions. The bibliography of materials
provided to participants following the Institute is included
in Appendix F.

A list of participants and their organizations is
contained in Appendix G. Although there were 30 formal
acceptances to the Institute invitations, the list contains
27 names, reflecting the elimination of two "no-shows"
and one early dropout. The 20 participants who completed
the Institute are identified on the list. Exhibit 1
summarizes Institute attendance by category of participant.

The following chapter provides additional information
about instructors' expectations concerning Institute
outcomes, dropouts, and some key events and problems
characterizing the presentation of the Institute.

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Exhibit 1

SUMMARY OF INSTITUTE ATTENDANCE

Participant Category	Acceptances (Or Designees)	No-Shows	Dropouts*	Completions
Commonwealth Departments and Agencies Concerned with Occupational Education and Manpower Training Programs				
• Division of Occupational Education	4		1	3
• Manpower Organizations (e.g., DES, CAMPS)	1			1
• Board of Regional Community Colleges	1			1
Occupational Education Organizations in City and Regional Schools and Community Colleges				
• Regional Vocational/ Technical Schools	5	1	1	3
• City and Town Vocational/ Technical Schools	8		1	7
• Community Colleges	2		1	1
Manpower Training Organizations (including organizations responsible for training, coordination and/or planning)	9	1	4	4
TOTAL	30	2	8	20

*Individuals who dropped out at various points during the 2-week program.

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III. EVALUATION

The evaluation of the Institute is presented in this chapter in two major parts. The first part presents a summary assessment of the impact that the Institute had on participants. The second part presents the TMI staff's retrospective observations and comments with regard to the overall goals of the Institute, its structure, and the assumptions and premises on which the Institute was designed.

Assessment of Institute Impact

Assessment Against Institute Teaching Objectives

The fundamental goal of management training is to change the behavior of the student in a way that reflects improved administrative skill, added perception and use of sound management principles and concepts, and better overall managerial effectiveness. To measure the achievement of that goal, TMI utilized an evaluation methodology that focused on a set of nine behavioral objectives. Prior to the Institute, these objectives were established to serve as guidelines for the development of the specific scope and design of each teaching unit in the Institute. These objectives also provided a set of generic learning and behavioral change dimensions along which the impact of the Institute could be assessed. The objectives were used in both the instructors' assessment just after the end of the Institute (about February 1, 1971) and in the analysis and evaluation of participant field interview data several weeks later (about April 15, 1971).

In planning the field interviews, the Division and TMI agreed that since a limited number were to be made, only those participants from the traditional occupational system would be interviewed. This decision was made for two reasons: first, this group of administrators (ten) was the target group for training; and second, the results of their evaluation would be expected to have a pattern, since these participants formed a homogeneous group with common problems, needs, and responsibilities.

The rest of the participants who completed the Institute were sent a comprehensive questionnaire. When the responses to these questionnaires were evaluated, it was found that the results were consistent with the field interview results. Therefore, they were not specifically reported here.

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Dropouts were sent a different questionnaire in an attempt to determine why they did not complete the Institute. Reasons for dropping out are discussed under "Staff Observations and Comments" later in this chapter.

In conducting the interviews, the staff used an unstructured interview technique by which the initiative for identifying specific examples of changes to managerial behavior that were identifiable with the Institute experience was left to the participant. Since a participant could be expected to provide a limited amount of time for interviewing, this approach automatically allocated to discussion those Institute impacts that the participants felt were important and relevant. Appendix H includes some of the detailed notes taken during these interviews.

Even though the interviews were unstructured, the data collected was able to be analyzed using the nine behavioral objectives. Each behavioral objective is discussed below in terms of the Institute impact. The discussion is broken down into two parts: the degree to which the objective was achieved as assessed by the TMI instructor staff in February just after the end of the Institute and in April following the field interviews. This discussion is followed by the participants' assessment regarding the overall value and usefulness of the Institute.

1. Participants will apply improved measures of performance in evaluating their organizations, will be better able to identify gaps in performance, will be able to distinguish output measures of performance from process measures and input measures.

February Assessment

This Institute objective involved helping participants become more sensitive to organizational performance measurement, make distinctions between the three different types of performance measures (i.e., input, process, and output), and search for and apply better criteria than they are currently using for organizational performance measurement. The instructors' experiences during the Institute indicated that most of the participants did not show an adequate understanding of organizational performance measurement. In particular, for most participants, the understanding and specification of performance measures of an output nature were difficult.

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April Assessment

Measuring overall organizational performance is a process with which participants were still uncomfortable at the time of the field interviews. Only one of the ten participants interviewed made specific mention of a change in perception about better ways of measuring organizational performance.

Increased sensitivity and awareness of the problem and process of organizational performance measurement, however, was achieved from the Institute experience. Three participants raised questions about the adequacy of the overall organizational performance measurement process as it relates to their organizations' purposes and missions.

2. Participants will recognize explicitly and systematically the problems confronting their organizations, and their responsibilities and roles as managers in the problem-finding and problem-solving processes. Participants will employ a systematic process in problem-solving, recognizing the need to proceed through an explicit, sequential series of analytical steps.

February Assessment

The understanding and use of a systematic approach to problem-finding and problem-solving were emphasized during the Institute. The instructors believed that the participants developed a good grasp of the systematic approach to problem-solving that was presented. Less progress seemed to have been made, however, in the development of ability to identify problems more systematically.

Determining that a problem exists requires a criterion for determining what is "normal" or "satisfactory" performance as well as a means for measuring that conditions are unsatisfactory. In many organizations, both the criterion for normal performance and the measurement technique may not be available, thus making problem-finding difficult. The process of "problem-finding" is deterred until administrators have a way of measuring organizational performance.

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April Assessment

Nine of the ten participants interviewed described post-Institute experiences or insights related to the achievement of this objective. All nine felt that they had become more systematic and analytical in problem-solving. Only two expressed clear evidence that they had become more skilled in the problem-finding process.

The difficulty that most participants had in developing a rigorous approach to problem-finding is, for a number of reasons, neither unusual nor surprising. First, problem-finding concepts and approaches are difficult to master in a short-duration learning experience. Second, this material was presented early in the Institute, at a point where the participants were still "sizing up" the instructors and each other and "gearing down" from day-to-day concerns.

Finally, the approach chosen for teaching this material was not completely effective. Much of the material used in the problem-finding units was taken from participant responses to a pre-Institute questionnaire, plus data generated during a first day workshop. As a result, less structure was built into the material than now seems warranted.

The TMI staff concludes that the problem-finding units (and the performance evaluation units as well) would have been more effective if, one, the material were spread out over the whole Institute schedule or at least postponed until later in the Institute and, two, a more structured teaching technique such as third person analysis of industrial case materials were utilized.

3. Participants will raise more questions and concerns regarding their organizations' overall performances and will perceive a greater need for improvements.

February Assessment

Although this teaching objective may seem to have some negative overtones, its achievement is an important first step in improving actual organizational performance. Although for most participants, the staff felt that this objective was not achieved, one striking example of successfully meeting this objective was observed.

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Early during the first week of the Institute pre-
sentation, a participant brought up in class a problem
associated with one facet of his organization's perform-
ance. During subsequent workshop and discussion sessions,
a clearly noticeable change in his perception of the
problem and the desired performance in this area was noted
by the instructor team. During the middle week between
sessions, this participant conducted a further analysis
of the problem, using the middle-week assignment format.
During the review of this assignment on Monday of the second
week, the participant presented a detailed analysis which
clearly demonstrated that for him, this teaching objective
had been achieved.

April Assessment

Four of the interviewed particpants stated that since
the Institute, they have raised important questions con-
cerning how well their organizations are performing. The
most striking example of this self-reflection is expressed
in a memo from one of the participants. This memo, which
described the Institute, was sent to all administrators
in his school system (see Appendix H, Exhibit H-1). It
is through this kind of self-reflection and questioning
process that useful, long-lasting management behavioral
change will take place. These results hold promise for
substantial future benefits for these four men and their
organizations.

4. Participants will identify changes which they have initiated or are planning to initiate.

February Assessment

Changes that were initiated by participants on the
basis of Institute experience obviously could not be
assessed one week after the end of the Institute. The
question of plans for change was relevant, however.

Throughout the course of the Institute, the action
and planning for action focus were continually emphasized.
Concept by concept and topic by topic, the participant
was challenged to relate the subject matter to his own
management situation.

At the end of the Institute, the instructors felt that the action focus, including the preparation of a plan of action, had been successful. Of the 20 partici- pants who completed the Institute, 15 submitted a plan of action on the last day. These plans of action focused on programs or activities that the participants would initiate upon returning to their organizations.

The other five participants indicated either that they wanted more time to develop their plans or had left the session early. Four of these five indicated that they would develop a plan of action when they returned to their organizations.

April Assessment

During the field interviews, it was found that each participant had made changes in the way that he personally managed or in the way that tasks were accomplished in his organization. Some had more formalized and comprehensive change programs than others; all had plans for initiating still further changes in the future. Both as members of the instruction team and as teachers of management theory, the TMI interviewers were impressed with the in-practice results observed.

5. Participants will employ or plan to employ new approaches or techniques useful in the process of planned change (e.g., PERT, Organizational Development techniques, increased delegation, time management techniques, etc.).

February Assessment

Evidence of achieving this objective was indicated in the plans of action by the specification of the parti- cipants' intent to utilize the planned change concepts or techniques that were presented during the Institute. Almost every plan of action included such statements of intent.

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April Assessment

More instances of Institute impact relative to this
teaching objective were mentioned by participants during
the field interviews than any other. Participants seemed
able to make the important bridge between planning desired
change in their own managerial style or in the way in which
their organizations were managed and implementing such
changes. They saw the Institute as being helpful to them
in making this bridge.

6. Participants will perceive more problems and poten-
tialities for improvement in the "human" aspects of their
organizations.

February Assessment

Throughout the Institute, it was obvious to the
instructor staff that the teaching units dealing with the
human, or behavioral, aspects of the organization and of the
management role held the greatest interest for participants.
A number of reasons might explain this interest. First, the
teaching material and style tended to facilitate the develop-
ment of interest and enthusiasm. Second, top administrators
such as the participants in this group usually have vast
experience with "people problems," motivation, etc., and
easily become involved in discussions related to this sub-
ject. Third, people involved in education and training,
because of the nature of the work, usually are empathetic
and sensitive to the human elements of organizations.
Finally, a number of participants had not been formally
exposed, in a training environment, to recent advances in
organizational behavior concepts and therefore seized the
opportunity to relate these new concepts to their observations
from practice.

Because of this interest, the instructors predicted
at the end of the Institute that much of the future impact
would be along human and organizational behavioral dimensions.

April Assessment

All of the participants interviewed in April either
had begun implementing changes in this area or were rethink-
ing or reformulating the part of their management role
that deals with the human aspects of the organization.

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Many participants talked about ideas and plans for further change in this area. These field interviews further convinced the TMI interviewers that Institute impact related to the human aspects of participants' jobs was likely to have the most long-lasting effect.

7. Participants will understand the basic concepts and principles of a number of areas of management technologies and processes (e.g., systems analysis, PBBS, project management, behavioral science, etc.) and the relevance of these technologies and processes to their organizations' problems.

Feburary Assessment

During the Institute design, decisions regarding treatment of a large number of wide-ranging management topics had to be made. Knowledge and skills, as well as the interests that participants brought to the Institute, had to be considered. It was clear, therefore, that material sufficient to make a participant highly knowledgeable or well skilled in one particular topic could not be provided. Consequently, the objective became that of providing participants with enough information about these topics for them to be able to discuss them knowledgeably with other administrators and to determine the applicability of these management technologies and processes to their own organizations. Almost all participants listed on their plans of action steps to be taken to implement these technologies and processes upon their return to their organizations.

April Assessment

A number of participants had taken steps to introduce management technologies and processes within their organizations. The technologies and processes to be implemented varied. Some participants commented that they were going to "dig deeper" in one or more areas so that they could develop the necessary understanding to plan and carry out an effective implementation. On the basis of participant comments and interviewer observations, all participants seem to have developed or increased appreciation and understanding of the management techniques and processes that

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are having effect on their organizations now or that will
have in the future.

8. Participants will perceive existing and potential
problems in the context of a broader system of external
and internal factors, identifying new relationships and
options with regard to external and internal needs.

February Assessment

The Institute registered a substantial impact on
participants with respect to internal factors (i.e., a
management focus on the internal aspects of the organi-
zation and how it performs its tasks) and less of an
impact with respect to external factors (i.e., a manage-
ment focus on the environment exterior to the organization
and what it is that the organization should be doing).
This assessment, however, should be viewed with respect
to the way in which participants, prior to the Institute,
looked at the external and internal factors as these factors
related to each other in the context of the overall mana-
gerial role.

During the last session on the final day, when a
discussion of the impact of the institute as a whole was
taking place, the question of the definition of the overall
managerial role came up. Participants saw that the Insti-
tute had focused on the two major components of that role:
one associated with the task of dealing with external
factors, needs, and problems; and the other of dealing
with internal factors, needs, and problems. Some parti-
cipants observed that prior to the Institute, they were
not aware of this integrated, 2-part role.

Most participants seemed to feel most comfortable,
and are probably most competent, dealing with the
internally oriented part of the managerial role. This
predisposition may be due to a division of responsibility,
for example, between a director and a school board or his
superintendent, where some of the external factors of the
administrator's job are beyond his scope to handle and,
therefore, are taken as "givens" by him. As an adminis-
trator, he then takes these given organization purposes,
goals, or constraints and translates them into internal
policy decisions related to the more specific organizational
objectives, programs, and resources.

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One of the Institute's objectives was to project this integrated managerial role so that participants gained an understanding of the administrator's parity responsibilities for both the external and internal spheres of planning and decision-making. Only during the last session did the staff see evidence that the participants were developing a perception of this integrated role.

As the staff reflected back on the materials used, the Institute design, and even the pre-Institute solicitation brochure and questionnaire, it was clear that the duality of the managerial role had been emphasized. During the discussion on the last day, however, some participants felt that the Institute did not provide them with a sufficiently explicit framework for understanding and analyzing this integrated managerial role. For some, therefore, the point was not made; for others, thinking about this role had probably only been initiated.

April Assessment

The staff was highly encouraged by the progress that had been made toward achieving this teaching objective in the weeks since the end of the Institute. Each participant interviewed described instances that indicated a broader view of management along desirable lines. For some, this broadening included the beginning of the development of the integrated, dual role that the staff sought to establish at the Institute. Over a long term, this new perspective may have the greatest impact on these administrators.

9. Participants will deal with several major aspects of their job performance with increased emphasis on objectives and plans (e.g., project and program planning, planned programs of organizational change, personal career planning, etc.), recognizing the key elements of useful objectives and plans.

February Assessment

Substantial impact was noted by the instructors throughout the Institute with respect to this teaching objective. The establishment of objectives and the development of plans

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to meet these objectives were a theme that was repeated
continuously. Two major tasks provided concrete evidence
that impact was achieved.

The first evidence was the development, during the
middle week, of analyses and plans related to a specific
on-the-job problem identified by the participants. For
a number of participants, this middle-week exercise was
described as being extremely useful (particularly since
the participants managed to accomplish this task in the
face of a work backlog that built up while they were away
during the Institute's first week). The second evidence
of impact came on the last day when the participants
voluntarily developed a set of initial objectives and
plans for the implementation of ideas, concepts, and
techniques presented and discussed at the Institute upon
their return to their organizations.

April Assessment

Evidence of planning and an orientation toward the
use of objectives and an objective-setting process were
noted during the field interviews. However, with three or
four exceptions, objective-setting and planning processes
tended to be fragmentary or ad hoc and directed at one or
two specific problems or situations.

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Overall Participant Assessment

Both in February and in April, participants were asked to give an overall assessment of the Institute. On the last day of the Institute, the focus of the assessment ment was on a critique of the Institute design and execution; in the evaluation followup, emphasis was placed on judgments of overall value to the individual and on the general quality of the Institute.

February Assessment

Through an "interactive" questionnaire approach, a critique of the Institute was conducted on the last day. The participants,[1] with limited guidance from the staff, identified the evaluation items they felt deserved discussion, recorded their individual impressions related to these items, and discussed each in an "open forum." Through this process, a set of questions and responses was developed and is summarized below.

Question 1: Would the Institute have been more useful if the mixture of participants were narrower?

Participant Response:

. Yes: 4

"Would provide for more depth."

. No: 12

"Problems are more diverse in a heterogeneous group."

"Broader range provides for more growth."

TMI Comment:

The focus of the discussion for this question was on the advisability of mixing traditional occupational education administrators and manpower training administrators. The participants who completed the Institute felt that

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[1]Four of the twenty participants who completed the Institute were unable to remain for the critique because of commitments to return to their offices, the desire to avoid traffic, delays, etc., leaving 16 participants who were involved in this critique.

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having a mixed group was valuable. Comments about getting
to know the problems of the other group, the individuals
involved, etc., were made. A few people remarked that a
single group or class of participants would reduce the
broadening effect that they felt had taken place. A
couple of vocational administrators suggested that people
from other parts of the traditional secondary education
system would also be appropriate.

Question 2: With regard to the approach of working on
specific individual problems as part of the Institute:

a.   Do you believe it is a good approach?

b.   Would you personally respond to a specific problem
     assignment?

c.   What type of problem would you like to mark on: one
     selected by the instructor or one selected by you?

     Participant Response:

     a.   Yes: 16   No: 0

     b.   Yes: 15   No: 1

     c.   Self: 10   Instructor: 2   Combination: 4

     TMI Comment:

     This question referred primarily to the middle-week
problem analysis assignment. Although the above response
suggests its value in the Institute design, only a few
participants actually worked on a problem using the Insti-
tute format and approach during the middle-week break.
Although both the instructors and the participants agreed
that this assignment was useful, a way of getting more
positive results is needed if the two week, with one week
off, format were retained.

Questions 3 to 8: How would you evaluate the following
instructional units of the Institute, and what suggestions
would you make regarding the time devoted to them?

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| | | Evaluation[1] Time | | | |
		positive	negative	more time	less time
Q3.	Manpower Needs and Forecasts	4	4	4	3
Q4.	Computer Assisted Planning	2	3	2	6
Q5.	Systems Analysis	5	1	7	1
Q6.	Time Management	5	0	7	1
Q7.	Problem Definition	4	2	7	1
Q8.	Integration of External and Internal Aspects of Management Role	2	2	6	3

Question 9: Should the Institute have gone into role conflict, ultimate purpose, etc.?

Participant Response:

. Yes: 7

"Could be perused during informal periods."

"In the early evenings."

"Briefly. It might enhance communications and motivation."

"A desirable technique. It may aid understanding of present role conflicts."

. No: 6

"Management course, regardless of what you manage."

"Not unless it is personalized and focused around the role of the manager and his own environment (self-analysis)."

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[1]Number of respondents varied on both parts of each question.

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"Not unless it is used in the evening program for
better understanding of each area.

. No Answer: 2

TMI Comment:

"Ultimate purpose" here primarily refers to the
Division's goal of bringing together, in a management
training experience, administrators from the traditional
occupational education inscitutions and manpower training
agencies. (See "Staff Observations and Comments" for a
more comprehensive discussion of the "mixed audience"
problem.)

Participants' Overall Comments on the
Institute (February)

"The Institute experience was very valuable.   It
should be continued."

"The Institute should have been more energetic
earlier."

"All elements of the Institute were important."

"Methods and techniques discussed can be applied to
one's immediate mission."

"The instructors should be less fearful of losing
participants.   The instructors should be more
forceful."

"The instructors should control the waste of class
time."

"Use behavioral science motivation in the beginning
as it will tend to keep the remainder of the program
on target."

"Should have had better integration of what appeared
to be two separate major aspects of management."

April Assessment

During the field interviews, three questions were
asked after the participants had finished their discussions
of Institute impact.   These questions and their responses
are included below.

Question 1:   What is your overall evaluation of the
Institute?

    "Positive; an enriching experience."

    "Pleased at the opportunity to be a part of it.   It
     was very satisfactory."

    "Worthwhile experience."

    "Above average professional experience."

    "Worthwhile.   Damn good."

    "Good overall experience."

    "Fine."

    "'C' on an 'A' to 'D' scale; however, I've been to very
     few 'A' conferences."

    "Of inestimable benefit."

Question 2:   Did you feel that the Institute was worth the
time and effort required?

    All participants said "yes," with most adding the
qualification that it is difficult for them to give up two
weeks in one month for an event such as this.

Question 3:   If you knew prior to the Institute what you
know now about it, would you have come?

    All participants responded that they would still
attend; however, one participant said he would come only
if the Institute were one week in duration.