ABSTRACT
        The Regional Interstate Planning Project (RIPP) is
composed of representatives from ten state departments of education
who meet periodically to discuss topical educational issues of
general concern. RIPP member states include Idaho, Montana, Wyoming,
Nevada, Utah, Colorado, Arizona, New Mexico, Texas, and Oklahoma.
This particular booklet reports on a RIPP seminar on administrative
renewal in educational management, which was held November 12-14,
1975 in Lake Tahoe, Nevada. The report consists mainly of edited
transcripts of various presentations made at the seminar. Titles of
the presentation include: "Educational Management and Buggy Whips,"
"The Open Management System," "Decision Making for Effective
Administration," "A Linking Agency: Productive Collision Can Foster
Renewal," "The Colorado Department of Education and District-Based
Renewal Programs," "Shadows of the Past: Restriction or Opportunity
for Renewal?" "Adapting to Change Through a Collegial System,"
"Renewal through an Exchange Program," "Superintending in a New Era:
Experience Keeps a Dear School," "Title IV and Administrative Renewal
Proposals," and "Renewal in Societies and Men." (JG)

NNING

VOL. V

NNING

REGIONAL INTERSTATE PLANNING PROJECT

LAKE TAHOE, NEVADA

November 12, 13, and 14, 1975

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FOREWORD

Life for the educational leader is either a challenge for continuing learning or it becomes a life of nothing but frustrations and troubles. Stated another way, self-renewal for the administrator is mandatory if educational institutions are to stay in tune with the times. Statements of this nature can be found in most educational administrative textbooks, policy manuals, or statements of philosophy dealing with individual growth and development.

The Policy Board of the Rocky Mountain Regional Interstate Planning Project picked the topic of "Administrative Renewal" for a major workshop, the purpose being to again explore the background and rationale for Administrative Renewal and to find out what State departments of education were doing in the field. We also felt the need to acquaint the participants with new management techniques and how to apply the new with individual management needs. We also wanted to stimulate a cross-dialogue between educators and management experts from business and industry. We wanted a different point of view. In obtaining this different point of view, we also wanted participant participation. We also wanted to find out what a couple of our urban school districts were doing to keep their personne abreast of the times.

The papers and presentations included in this report are published to help you know what is going on in the field and also to assist you in making your efforts in Administrative Renewal more productive.

I want to thank the Planning Committee who put together the workshop objectives and stated the kinds of activities included in the program. I also want to thank the Policy Board and their State representatives for the excellent support they gave the Project. I, too, want to thank each of the presentors for the time and effort they put into this workshop. A special thanks to John Madson for taking care of the local arrangements and to Jake Huber for getting this publication produced so soon after the workshop.

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INTRODUCTION

The Regional Interstate Planning Project participants meet periodically at conferences sponsored by ten State departments of education to discuss new or topical issues of general concern. The most recent meeting was held November 12-14, 1975 at Lake Tahoe, Nevada, to consider various means of administrative renewal.

The R.I.P.P. Conferences are financed with funds provided under the Elementary and Secondary Education Act of 1965, Public Law 89-10, Title V, Section 505 as amended. The p' :ject is administered by the Nevada State Department of Education under the supervision of Superintendent John Gamble who serves as Chairman of the Policy Board. Other cooperating State departments of education are Arizona, Colorado, Idaho, Montana, New Mexico, Oklahoma, Texas, Utah, and Wyoming.

The retention of the same cover design for each of the first three volumes of the R.I.P.P. proceedings caused some conference members to believe they were receiving the same document. Consequently, the cover of this Volume 5 was changed to a conspicuous red and green.

During the process of transcribing, editing, and compiling the R.I.P.P. proceedings, the editors have sought to keep the material both brief and informative. The resulting report is, hopefully, a useful record of many thoughtful discussions.

Dr. Jake Huber, Co-Editor
Dr. Evalyn Dearmin, Co-Editor
Research and Educational Planning Center
College of Education
University of Nevada, Reno
Reno, Nevada

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INTRODUCTORY REMARKS
ADMINISTRATIVE RENEWAL

by

James Costa
Deputy Superintendent of Public Instruction
Nevada Department of Education

The policy board has chosen the topic of administrative renewal for this convo-
cation of Regional Interstate Planning Project. Webster defined "renewal" as
making new again by replacing damaged or decayed parts, restoring or returning
to an original state after depletion or loss. As defined by your policy board,
renewal is a set of experiences, the sum of which will be the acquisition of
the necessary skills, knowledge, and attitudes to face modern-day challenges
and to improve leadership. In this sense, renewal appears to be reform that
will lead to refreshing and rejuvenating educational administration.

Reform is not new to the educational enterprise, but it doesn't seem to be quite
as pronounced now as it was in the 1950's. Coincident with an increase in
reform in the 50's, we had an increase in involvement of the federal government
in the educational enterprise. Ever since 1957 with the advent of the space
era when the Soviet Union caused the United States to feel embarrassment over
the loss of space superiority, the federal government has become more involved
in goal setting and policy making in education.

In the 60's, Congress became the conscience of America and responded to the
plight of the minorities, the unemployed, and the educationally disadvantaged.
A whole series of federal programs was enacted, starting with the Civil Rights
Act of 1964. The civil rights movement has probably had the most significant
impact on education. From it has emerged the host of educational grants and
aids for equalizing educational opportunity, notably the Elementary and Secon-
dary Education Act.

However, American school boards and administrators, it appears, were reluctant
to move rapidly to stem the crisis, and so the judicial system became party to
the American education enterprise. The courts began to hear and act on chal-
lenges for racial balance in the schools, for financing of public education,
for altering the traditional role of women, for the treatment of confidential
information and records, for the rights of students, for the rights of students
and parents to participate in educational decision-making, and for the rights
of teachers to bargain collectively and to arbitrate.

All of this has placed the traditionally educated school administrator in a
constantly defensive stance, continually responding to crises. Unless the
administrator can be offered opportunities to develop skills and insights, to
provide leadership in educational planning and directing, management by crisis
will become standard operating procedure.

The mission adopted by your policy board is timely and relevant. State Depart-
ments of Education, it seems, are in an enviable position to participate and
assist in moving this administrative renewal forward. In concert with teacher-
training institutions, with graduate programs for administrators, with univer-
sities generally, and in concert with the U.S. Office of Education, the people
who are making this conference possible, it seems that we should be able to
mutually and cooperatively begin a program of administrative renewal.

NEWS FROM THE POTOMAC

by

Dr. Duane Mattheis
Executive Deputy Commissioner
U. S. Office of Education

The topic of "renewal" couldn't be more appropriate. It is one we're going to list on a prioritizing scale the things we in education ought to be concerned about now and for the future--administrative renewal as well as teacher renewal. If we don't succeed at these, if we don't make a constructive effort in the years ahead, education is going to suffer incredibly because of it. The renewal of administrative staff, educational personnel, school boards, and State school board members is essential. All of us that are associated with education have to be constantly involved in and aware of our renewal responsibility. I believe we're still doing too little about it at the federal level although we have a new minor input now under Teacher Corps which we think is going to make a difference in the educational renewal of those few million teachers out there. We presently lack the renewal that we have had historically from the influx of new people who brought about a natural opportunity for renewal. We're not going to have that influence to the degree that we have been accustomed to formerly because of stabilizing and declining enrollments. We're going to have to worry more about renewal of ongoing staff, those people who are going to be with us for the next 10, 20, and 30 years.

The U. S. Office of Education, feeling that administrative renewal was a matter of great concern for all in education, last year in New Hampshire, in conjunction with the Council of Chief State School Officers, focused their week-long summer institute on the area of renewal for chief State school officers and middle and upper administrative personnel. The conference was excellent and had some followup in a number of States as they looked to furthering renewal.

My role in this is to provide a report from the Potomac, a news report on things that are going on and what we are looking for as far as the immediate future is concerned. I wish to share what I've perceived to be the present status. The most pressing problem, I suppose, and question on your minds, I suppose, is when in heaven's name is the money going to start flowing? I wish I knew. I don't have the answer very specifically.

One of the specifics that I can talk about which has moved ahead and is moving ahead very quickly has to do with the Vietnamese students. The regulations for the program that we are now administering have been published in their preliminary form in the Federal Register. As soon as the 30-day waiting period is up, money will start being piped down that line. The formula is simple and clear, and I think it is going to be about as simply administered a program as any we have put out. It indicates what the Office of Education can do in a short period of time when it makes up its mind to do it. The program calls for every school district that has an enrolled child of the Vietnamese refugees.

The biggest activity in educational legislation has to do with handicapped legislation. It is going to be one of the most significant pieces of legislation during the next session. Handicapped legislation has great potential for the future because it could change things significantly. One of our concerns about the legislation, however, is the continuation of a philosophy that this administration and the past administration have been working very hard to change--the

relationship of the federal government to local school districts rather than to
State departments of education. The bill for handicapped education is again
going to provide for a program that has its major activity and relationship from
the federal government to the local school district, substantially bypassing
State departments of education. Although we have pleaded for a change, we
frankly have not made that much impact.

The formula calls for 50 percent of the monies to go directly to the local
school districts in the first year, 75 percent the next year, and I think
95 percent in succeeding years. The detail of federal prescription in the pro-
gram, I think, ought to give every individual some concern. There is no question
about the justifiability of the cost of education for the handicapped or of increased
educational opportunities for the handicapped, but State legislators have made
incredible progress in the last five to ten years in expanding programs and in
mandating programs for the handicapped. The federal interest is coming almost
too late on the scene.

The dollar figures are pretty substantial. They're larger than we have had over
recent years, but compared to what is being spent and what will be spent on the
education of the handicapped, they are nothing earthshaking either. The dollars
we're talking about are a $100 million dollars in 1976 and $200 million dollars
in 1977. That's a continuation literally of the past because this new law really
gets geared up as a first year of operation in 1978. The dollars it would call
for in 1978 on a formula per-head basis of handicapped children being served in
states would go up to $387 million dollars. In 1979, $794 million; in 1980, a
billion and a half; in 1981, 2.3 billion; and our estimates are that it will
level off there at a figure of 3.1 billion in 1982 when it would reach its full
funding.

When you talk about these sizable amounts of money, you are going to find in the
immediate future more reservation by the Congress in adding on large amounts
than we have seen in the past. They are getting much more budget conscious.
They are establishing, and they are going to be working on, just in the next few
weeks now, laying out that total figure that they are going to set as their bud-
getary guideline for fiscal 1977. They are becoming very, very cautious about
exceeding that in any specific area, and I don't think we are going to see all
these big figures coming down like they have sometimes in the past. One has to
remember this is authorizing legislation which sometimes gets to be a little
sky-bluish. What the budget committees will end up doing might be something very
significantly different. The handicapped legislation is a tremendously important
piece of legislation in many respects, but the administration and total dollars
of it appear to be excessive with regard to the federal budget possibilities.

The National Institute of Education just concluded its hearings which were quite
good because a greater degree of unanimity was shown by the educational community
in support of NIE than we've seen since the inception of the idea. I attribute a
fair amount of it to the new Director from Berkeley. He is turning around the
perception of what NIE is and what it can do for the States and local districts.
He's one of us; he has some teaching and administering school experience under
his fingernails like the rest of us, and he relates in a very concerned way with
the educational community. His relationship with the Congress has been one of
openness and honesty.

A comment is in order about higher education. The legislation terminates June
30th, but we still don't have any new legislation to take its place.

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There has been much in regard to higher education which is now, as you know so well, student-aid oriented; it's a package of student-aid programs to try to provide the best in access to and quality of post-secondary education.

The Commissioner will testify tomorrow in regard to the Right-to-Read Amendments which are, in our judgment, some of the most critical facing us now. We have been working to get an amendment to the National Reading Improvement Program which was just enacted in 1964 to allow for participation by the State educational agencies. We were astounded that the law didn't provide for it, and we couldn't get the Congressmen and Senators to provide for it. There is among some of the Senators and Congressmen considerable animosity toward State departments of education. They really don't view State departments of education as being worthwhile; so they wrote State departments out of education, out of that right-to-read legislation. We have at least gotten their attention now in the Congress, and we have submitted amendments and the hearings are being held this week. We hope, that without too much conflict now, the amendment will prevail.

There is abroad a misconception with regard to regulations for federal programs and educational programs, what their purpose is and who they are to serve. Some of you have been in State departments of education back in the 50's and 60's when we saw federal program people in Washington make incredible, individual determinations as to what would be funded and what would not be. That day is long gone, and now every federal program is required to have regulations. The purpose of the regulations literally is to assist the grantee--the constituent who is going to use the program for educational purposes. Primarily, regulations are for clarification of the law, embellishment of the law to implement the law.

The Office of Education has made a much greater effort in getting regulations out to implement legislation than previous --it's incredible. All but one of the programs in that act, which is now just 15 months old, have had proposed regulations published. We're working on final regulations on all of them. The number one critical factor during the comment period is the number of comments received. If there weren't many comments, there won't be too much change in the proposed regulations. But where there are comments, we are required to address those comments. In the Women's Educational Equity Act and the Community Schools Act, we literally are going down, by groups of comments, every single area addressed and responding to them, saying why we are or are not going to change the regulations. Comments are having an impact on the final regulations which we will then live by in implementing the program.

Dr. Jake Huber was aware and expressed a concern about the fact that the final regs haven't been coming out all that fast. We now have a new Secretary of HEW. It requires some time for him to educate himself and his new staff about the processes involved. Things are going to proceed much more expeditiously now.

The most successful and beneficial activity in education that the Office of Education has been involved in this year has been the State educational visits to Washington initiated by Commissioner Bell. Texas was the first State and really broke the ground for the activity last October. Since then we've recently had Nevada and Oklahoma. They've been great visits. Our people have been able to get to know your people and vice versa--local school district people, PTA people, higher education people. The visits have really established a new level of cooperation, a knowledge of each other, and generated confidence that we are all in this educational activity together. We can't succeed the way all of us want to unless we cooperate and work together. For instance, the people in the Office

of Education learned some new and rather startling facts and statistics from
the people of Nevada. They just weren't aware of the distances in Nevada, the
size of some of the districts. The remoteness of it just struck them in a new
way and significant because they still remember the visit very well, and it gives
them a new feeling as they administer federal programs when they realize that the
States are quite different, and that within States there are such great diversi-
ties.

ON EDUCATIONAL MANAGEMENT AND BUGGY WHIPS

by

Dr. James E. Conner
Director, Staff Development Project
Council of Chief State School Officers

Mindful that any human communication involves a series of "to-whom-it-may-concern" messages, I will be pragmatic and frame my presentation in light of your concern for administrative renewal. What is management? What are its essential features? What is management behavior and how does it differ from non-management behavior? Is there a "management point of view?" If so, what is it and how might such a point of view help education? How does educational management differ from busines or corporate management? What are some prevailing theories related to staff and organizational renewal? And finally, are there some models that, while not perfect, will move educators significantly forward on the road to greater effectiveness?

In the past several months, events of seismic proportions have shaken the public's confidence in our educational institutions. First, there was the public disclosure by the College Entrance Examination Board of a steady decline in the mathematics and communication skills scores of high school graduates. As if that were not enough, about three weeks ago, headlines in both the Washington Post and Star screamed out to a good part of the literate world that an HEW-funded study revealed a fifth of this country's adult population is "functionally incompetent,' which means simply that over 20 million adults cannot perform some simple surviva tasks such as reading and comprehending sales warranties, auto license manuals, or computing how much money they may be entitled to for overtime work. As if we sti haven't received enough bad news, George Gallup reported only a couple of weeks ago that there is widespread disillusionment, disenchantment, and distrust with our public institutions.

What all this may presage is, if not a deschooling of society, then a move to reduce the number of things schools are trying to do--a limiting and, hopefully, a refinement of the schools' priorities. While I am cautiously optimistic that institutional education is here to stay, it is clear that education as a non-system won't be tolerated for long. You can anticipate alternatives to our preser structures. Perhaps one of the workable alternatives to deschooling will be the further emergence of State education agencies as a viable renewal mechanism.

The times require an active optimism--intelligent, deliberative action to mitigate our problems. We must begin to see our problems as opportunities to assert a new leadership based on honest results, not flimflam, not drowning the public in a flood of false indices masquerading under the name of educational excellence. We must confront a new consumerism in education. We must take care that our solutions don't become part of the problem.

As a beginning, we should try to find answers to the following questions:

1. Is it necessary to continue to have so many monumental surprises in education? Can't we develop information management systems to keep us on top of things?

2. What defects currently exist in our educational institutions that perpetrate these surprises?

3. What should be the role of State and local education agencies in ameliorating an increasing number of system breakdowns?

4. How might we develop temporary systems within existing bureaucratic structures to cope with emergency needs and requirements?

Conceding the truism that life is unpredictable, I suggest that much of the systemic breakdown we are seeing in our schools is related to a failure to utilize established principles and practices of management--to adopt a management "point of view." What many of us see as destiny is really bad management.

We educators have been propelled into a new culture--a culture of expanding technology and information. but we, in the words of Marshall McLuhan, continue to look at the world through a "rear-view mirror." We continue to clutter up our plans and programs with anachronisms. Just as the first automobiles were no more than motorized carriages, each with its buggy whip for the horse that was not there, education continues to carry its "buggy whips," raising the question of how we can maintain stability in our institutions--reduce future shock--while at the same time responding to new and urgent conditions. And, we need to explore whether it's possible for institutions to invent the future rather than have the future thrust upon them, and to what extent educators can become preactive and interactive instead of continuing in what must be labeled-- the reactive mode.

Much is being said these days about the necessity for educators to become more preactive. Russell Ackoff, critical of the preactivist because of what he sees as their over-preoccupation with the future, recommends an interactive mode for coping with a rapidly changing world:

> Interactivists are not willing to settle for the current state of their affairs or the way they are going, and they are not willing to return to the past. They want to design a desirable future and invent ways of bringing it about. They believe we are capable of controlling a significant part of the future as well as its effects upon us. They try to prevent, not merely prepare for, threats and to create, not merely exploit, opportunities. Preactivists, according to interactivists, spend too much time trying to forecast the future. The future, they argue, depends more on what we do between now and then than it does on what has happened up until now.

It follows that we must find ways to develop what Ackoff describes as interactivists. However, we can find little cause for optimism in traditional programs for training educational leaders. Many universities and teacher-preparation institutions are woefully out of touch and are not client-oriented. Most in-service programs leave much to be desired. It is apparent that new avenues to staff development must be explored, particularly as relates to budget-bound public-service organizations. For those of you planning staff development programs, I highly recommend an article by George Odiorne entitled, "The Hard Technologies of Training." In this article, Odiorne identifies ten hard technologies, but the real grabber is his suggestion that you "think simulation first." Simulation is a "forcing activity;" it causes us to determine the essential realities and to structure experiences to assist us in coping with them.

As we plan for administrative renewal, it is well to recall the words of Dimock and Sorenson cautioning us to be organic in our thinking:

> No part of institutional change is an "island unto itself:" changes in program call for changes in every other part of the institution...and advance in one sector cannot proceed far ahead of change in other sectors. For example, program groups cannot be changed without officer training...which in turn is contigent upon advisor training...which in turn depends upon staff reeducation. Similarly, changes in staff goals and ways of working are dependent upon administrative procedures, policies, and budgets which in turn require changes in Boards and Committees.

By this time, you have probably detected a bias, and it is this: The management of what Norbert Weiner calls "organized complexity" cannot be achieved except by using a system approach. What this implies in a broad sense is that you cannot have administrative renewal if you only renew people; conversely, you cannot have administrative renewal if you only renew organizations. Both must be renewed together. Argument about the primacy of people vs. the primacy of organizations is just about as fruitful an exercise as debating how many angels can dance on the head of a pin.

Goodwin Watson gives an added perspective when he says:

> The structures of a system largely determine the patterns of interaction which take place within it; and these, in turn, form the attitudes of participants. This is the SPA sequence--from the situation (S) to the processes of interaction (P) to the consequent attitudes (A).

Watson's S-P-A formulation has enormous implications for administrative renewal, just as did the work of my friend, the late Lawrence K. Frank, in his book, Society As the Patient. Where we have dysfunctional people, we should look at the total system to determine, in the words of Watson, whether what we are seeing is "congruent behavior" related to organizational requirements.

One of the best papers explaining general system theory is by Glenn L. Immegart entitled, "The Systems Movement and Educational Administration." In it, Immegart briefly overviews the development of system theory and some of its applications to educational administration. Some of the products of "Operation PEP" in the late 60's, under the tutelage of Robert E. Corrigan and Roger A. Kaufman, provide a highly useful approach to system planning in education. Both Kaufman and Corrigan made significant breakthroughs in applying management principles to education. Kaufman's book, Educational System Planning, is an essential book for the educational manager. Let me say, however, dealing as it does with process, it is not casual reading.

While we are on the subject of planning, let me say something about futuring. It is not possible to be against future planning; it is obviously essential in our fast changing world. What disturbs me, and I have no documentation to support my uneasiness, is a feeling that many futuring exercises are grasped as welcomed diversions from a pressing urgency to deal with the exigencies of the present and the press of the immediate future. Moreover, too often the ritual looms larger than the substance. This brings to mind the "law of the instrument" that states: "If you give a small boy a hammer, everything he sees will need pounding." Needs assessments and devices such as the Delphi technique often provide a fascination of their own at the expense of acquiring usable data. These

reservations having been noted, I want to cite three excellent sources on futuring. The first is several years old and includes over 200 pages of annotated bibliographies; it is "Alternative Futures for Learning," published by the Educational Policy Center at Syracuse University. The second source was developed by Research for Better Schools in Philadelphia and is called "Resource Document on Futuring." This document does an outstanding job of describing succinctly a number of futuring techniques. The third source I commend to you is a description of the Delphi technique which appeared in the RBS newsletter, Planning Schools for the Future (October, 1975).

Since I have been charged with giving you some useful sources for your work in administrative renewal, I must mention some very good material developed by a multi-state consortium, with Florida as the administering State, under the old CAP program of OE. The CAP project developed seven training modules to be used by local schools. The module titles are System Renewal, Functional Task Analysis, Evaluation, Shared Decision Making, Organizational Crisis Intervention, Performance Objectives, and Communication/Information Flow. These are excellent modules, and I urge you to give them a close examination.

While I have spent some time relating management to general system theory, it is important to emphasize that management, as an area of study, has certain distinguishing features. The most obvious of these: management is, in the first and last instance, results-oriented. This means that the management viewpoint finds itself opposed to conventional indices of educational excellence. These indices, for the most part, are input-oriented, such as amount of money spent per student, degrees earned, and longevity of teachers, etc.

In spite of his preoccupation with a "sovereign solution"--performance contracting--in his book, Every Kid A Winner, Leon Lessinger provides one of the best statements on management for results in education and its benefits.

> When a program in the schools is well engineered, it will meet several tests: it will require educational planners to specify, in measurable terms, what they are trying to accomplish; it will provide for an independent audit of results; it will allow taxpayers and their representatives to judge the educational payoff of a given appropriation; it will stimulate a continuing process of innovation, not merely a one-shot reform; it will call forth educational ideas, talent, and technology from all sectors of our society; not only from within a particular school system; it will allow schools to experiment with new programs at limited risk and adopt the best of them promptly. Above all, it will guarantee results in terms of what students can actually do. In this sense, educational engineering is not a single program, but a technique for the management of change.

Gorrigan and Kaufman have produced a performance-based, six-step management process model useful both in planning and monitoring programs. When I reviewed Title III, ESEA, MBO proposals last spring, their model proved exceedingly valuable in determining whether programs had utilized a total system approach. Another instrument useful in evaluating programs is the Independent Educational Management Audit: A System Approach developed by Lessinger, Kaufman, McVity, and myself. Using over 300 questions in nine categories, the Audit can help you spot system breakdowns.

After spending over ten years searching for a comprehensive management training model for education, I have concluded that Robert E. Corrigan has evolved what is perhaps the best program for involving educators in management behavior through a process of problem solving. Corrigan, more than anyone I know, conforms to Drucker's requirement that "management is practice."

As you know, the ascendent fashionable words in education these days are "management-by-objectives." U. S. Commissioner Bell has clearly endorsed this approach, and it is likely to receive an ever-increasing emphasis in federal guidelines. However, the proposed use of MBO in education is not without its critics. Robert Snider of NEA, in his Is MBO the Way to Go?, has raised some valid questions about its use. Snider points out correctly that there are some essential differences between education and business. Peter Drucker probably draws the clearest distinction between business and service institutions, while at the same time coming out strongly for accountability in service institutions. He says:

> ...What matters is managerial autonomy and accountability.
> What matters is whether resources are being allocated to produce
> results and on the basis of results.

Then Drucker formulates six important requirements for service institutions:

1. They need to define what is our business, and what should it be?

2. They need to derive clear objectives and goals from their definition of function and mission.

3. They then have to think through priorities of concentration which enable them to select targets, to set standards of accomplishment and performance, that is to define the minimum acceptable results; to set deadlines;...and to make (responsible people) accountable for results.

4. They need to define measurements (indices) of performance.

5. They need to use these measurements to feed back on their efforts, that is to build self-control from results into their system.

6. Finally, they need an organized audit of objectives and results so as to identify those objectives that no longer serve a purpose or have proven unobtainable.

The best known of the dominant theories of human motivation as they relate to the management of human performance is probably Douglas McGregor's "Theory X" and "Theory Y." Based on assumptions about people, Theory X holds in effect that most people are no damned good, that they cannot be trusted, and must be continually watched. Theory Y holds that, given a chance, most people will seek and accept responsibility, be self-determining, and will exercise "imagination, ingenuity, and creativity."

Gordon Lippitt, while largely conceding the validity of Theory X and Y, expresses some reservations. He recommends an "existential pragmatism," which he labels "Concept 'E'." He says:

> The underlying assumption of Concept "E" management is that the
> managerial response will be appropriate when it solves the problem
> situation, at the same time strengthening the human resources and

*process of interfacing, and when it contributes to the growth of
the organization while responding realistically to the external
environment.*

The person most responsible for converting Abraham Maslow's need hierarchy
theories to the field of management is Frederick Herzberg. What Herzberg did
was to identify two sets of conditions that affect people in their work. One
set he called <u>motivators</u>; the other <u>hygiene</u> factors. The motivators encompass
achievement, <u>recognition</u>, the work itself, responsibility, and advancement.
"The motivators," says Herzberg, "describe man's relationship to what is done;
job content, achievement of the task, recognition for task achievement, the
nature of the task, and professional achievement or growth in task capability."
The factors involved in the hygiene set are organizational policy and administra-
tion, supervision, salary, interpersonal relations, and working conditions.
The dissatisfiers describe the employee's "relationship in the context or
environment in which he does his job." These serve primarily to <u>prevent</u> job
dissatisfaction while having little effect on positive job attitudes. The
upshot of Herzberg's study is that the factors involved in producing job dis-
satisfaction are separate and distinct from the factors that lead to job dis-
satisfaction. The lack of satisfiers does not result in dissatisfaction; the
presence of hygiene factors does not result in satisfaction but in no dissatis-
faction.

Finally, in this quick survey of prominent influences on management theory, I
call your attention to the "managerial grid" developed by Blake and Mouton.

Five distinct managerial styles have been identified in grid theory, but the
user can derive as many as 81 variations. One who is familiar with grid theory
finds he can make rather quickly some fairly reliable assessments of an individ-
ual's or organization's managerial style. Important in administrative renewal
is an awareness of these different styles and an informed selection of styles
most suitable to an individual's predelictions.

So there you have it--buggy whips, rear-view mirrors, and all. In spite of the
tendency to carry excessive baggage from the past, I see some hopeful signs for
educational managers capable of inventing exciting, productive futures.

THE OPEN MANAGEMENT SYSTEM

by

Dr. John Schaefer
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What is the nature of the major problem in business and the academic environment
today? People-to-people relationships. The failure to establish satisfactory
people-to-people relationships in business results in communication breakdowns,
lowered productivity, increased absenteeism, intra-departmental conflicts, non-
congruent goals. What is needed is a way of providing people with practical
tools that they can use on the job right now. The Open Management System is the
answer to this need.

The Open Management System is a new concept utilizing a systems approach to
working with people in the business environment. The three principals of OMS
are (1) to see a situation from the other person's viewpoint, empathy; (2) to
identify and work with people's strengths rather than weaknesses. Strength
may be only 10 percent of what a person does, yet responsible for 90 percent of
his success; and (3) to understand human needs, psychological needs. These are
the need for economic security, freedom from want; the need to control life from
an individual point of view; the need for recognition; the need for personal
self-worth, worthiness; and the need to belong and be accepted as a member of a
group. These are not new concepts, but OMS requires that they be considered in
a synergistic way so that the whole is greater than the sum of the parts, a
recipe for people effectiveness.

OMS calls for identifying and building on strengths rather than concentrating
on weaknesses. All too often managers and administrators take a negative approach,
looking for what is wrong with the other person rather than for what is right,
seeing only the other person's weaknesses. We're not suggesting that weaknesses
be overlooked; by all means try to overcome them. But the world is filled with
people who succeeded by building on their strengths.

In the 1972 World Olympics, for example, Mark Spitz won seven Gold Medals for
swimming--a fantastic feat. It is conceivable, though, that if someone had said
to Mark as a young boy, "You're already a wonderful swimmer, so how about devel-
oping abilities in some other sports so that you'll become an all-around athlete?"
he might not have become the first person to win seven Olympic Gold Medals. The
fact is that most men and women are lopsided where talent is concerned. Finding
out what particular talents a person possesses, and allowing him to use them, is
the best way to achieve superior performance in any field. Job satisfaction
depends, to a great degree, on being able to exercise one's special abilities.

Great genius rarely goes unnoticed, but ordinary mortals are often unaware of
where their special strengths lie. One way to recognize your own (and other
people's) strengths is to keep track of daily job activities and rate them.
List each daily activity in the column on the left, and make an evaluation
according to how you feel about doing it. For instance, if one of the things
you do is write lengthy reports, and you dislike writing them, you might give
this activity a 0, 1, or 2 rating. If talking with a fellow worker on the phone
is an activity you enjoy, you might rate it in the maximum area: an 8, 9, or 10.

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Keep a log of job activities for at least two weeks. At the end of this time, as you review your list, pay particular attention to the items with very low ratings as well as the ones rated very high. Obviously, the high-rated activities are the things you like doing best, and very often these are your areas of special strength. And, the more time you spend working in your strong areas, the happier you will be and the greater your contribution to your work group.

Many people think they already know how they feel about the different aspects of their jobs. But, in rating all the activities involved in a particular job, one gets a good, clear overview of the work itself, and why it does or doesn't contribute to a sense of satisfaction. No attempt is being made here to suggest that job strengths are a more important factor than any other. Rating one's strengths is simply a tool which can be helpful in making the right decision. The method for identifying strengths, incidentally, will not only help you analyze your own areas of special competence, but can also help you discover hidden strengths that lie within each person in your organization.

The Open Management System also requires understanding of human needs. Many books on management-employee relationships refer to human needs and classify them in different ways and under many different headings. Some place these needs in a hierarchy or define them as job-related or non job-related. Often the same need is called by different names. Some books claim there are only three basic human needs; others say there are 15 or more.

Just as physical needs must be met if one is to live, so too must psychological human needs be satisfied if one is to live meaningfully and with a sense of purpose. If these needs for economic security, control, recognition, self-worth, and belonging can be satisfied on the job, the work will be enriched. If they are not satisfied on the job, the individual will attempt to satisfy them off the job, and the work will remain boring, frustrating, and meaningless.

People work just as hard to satisfy human needs as they do to satisfy physical needs. At work, both managers and employees are motivated when they recognize that the job can help meet some of their individual human needs. Since work satisfaction depends, to a great degree, on whether or not strongly felt needs are being met on the job, it's important to know which needs are prime motivators. It's possible to identify the needs that predominate within any one individual by observing that person's traits and attitudes.

Each person surrounds himself with things that represent the image he has of himself as well as the image he wants others to see. These things, or symbols, also indicate how an individual's human needs can be satisfied; there is, in fact, tangible evidence of both to satisfy. Anyone can learn to recognize human symbols; they are there for all to see. We are all familiar with the term "status symbol," which usually refers to such ostentatious displays as expensive automobiles, large houses, luxurious furnishings, and extravagant clothes or jewelry. The term "human symbol" is much broader; it includes the just-mentioned status symbols but much more as well.

In general, people will accept, buy, and surround themselves with things they like rather than things they dislike. If a person buys and accepts what he likes, then what he buys and accepts will provide clues to his self-image and human needs. Often symbols are thought of as being only tangible or material things. But, the things that people talk about, the words they choose, and the way they use them are also symbols. When given the opportunity, people usually talk about themselves or the things that interest them. Words are symbols of our thoughts and the way we regard ourselves. Words provide further clues to an individual's

self-image and human needs. To develop good relationships with people, it is necessary to watch and listen for these human symbols.

For example, Susan likes to wear brightly-colored clothes. Seeing Susan's brightly-colored clothing, we might assume that Susan has an image of herself as attractive, and that she wants others to see her in this same way; also, that she wishes to stand out from the crowd and be noticed (or that Susan has a strong need for recognition).

Symbols, however, must be seen and evaluated from the other person's point of view. Susan may indeed see herself as attractive and want others to share her opinion, and she may indeed have a need for recognition, but another girl wearing brightly-colored clothes may wear them for entirely different reasons. Before attempting an interpretation, one must look for evidence of a pattern to the human symbols that apply to the individual one is trying to understand.

How does one find a pattern of symbols? The answer is: Stop, look, and listen. The symbols are there for all to see and hear--and most people do see and hear them. But, many are not aware of their significance. Symbols tell a lot about other people, and the perceptive observer will see the relationship between symbols, self-images, and maximum human needs. To be a perceptive observer, incidentally, one does not have to stoop to nosing around in other people's private affairs. Far from it. It is necessary only to have a conscious awareness of the symbols surrounding the person one is trying to understand.

Without a pattern of symbols, the observer is easily misled. One must be flexible and avoid making judgments about the value of another person's human symbols. Symbols are never "good" or "bad," and to judge them as one or the other is to jeopardize one's chances of making accurate interpretations. Rather, symbols should be regarded as mere indicators of self-images and maximum human needs.

DECISION MAKING FOR EFFECTIVE ADMINISTRATION

by

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Successful administrative renewal--successful improvement of administrative effectiveness--necessarily involves the improvement of organizational processes and administrative actions. It is my hope today to stimulate your interest in focusing on those processes and actions which are especially critical to improved effectiveness. We consider first the arena in which administrative actions occur: the organization. Second, we discuss the relative advantages of individual versus group problem-solving processes. Finally, we examine what is probably the critical administrative task: decision making.

Setting the Stage: The Organization

Administration is the process by which human and nonhuman resources are coordinated to accomplish a set of objectives. In contemporary Western society, this process typically occurs within the framework of the formal organization. While several models to understand and deal with organizations have been employed, general systems theory seems to be the best one tried so far. Basically, the systems approach to organizations states that organizations acquire resources from the external environment, transform these input resources into output goods and services, and dispose of the outputs in such a way as to facilitate the continual acquisition of additional inputs.

In essence, it is useful to consider the organization as a resource-processing entity. More completely, however, the administrator needs to recognize that there are several distinct components to the organization's resource-processing character. First, the transformation of input resources into outputs occurs within a formal organizational framework or setting. The nature of this transformation is affected by specific features of the setting (structure, procedures, kinds of people), as well as by various organizational processes (communication, group relations, status, conflict). The transformation is then implemented through deliberative administrative action (decision making, leadership, coordination, objective setting, etc.), and is reflected in ultimate organizational performance.

As we suggested, administrative renewal is the improvement of organizational performance. Improvement of performance requires improvement of those things that contribute to performance. Thus, *administrative renewal involves the systematic and comprehensive improvement of the organizational components identified above: context, processes, and administrative action.* Let us first consider a particularly critical organizational process, group behavior, as it relates to problem solving.

Group Problem-Solving Effectiveness

It is probably not an exaggeration to state that a substantial proportion of work that gets performed in organizations is done within and by groups. How well groups perform, therefore, is of no small importance to effective administration.

What are the relative merits of a group, as opposed to an individual, mode
of problem solving? Let us consider some ideas that might help the administra-
tor determine which mode is appropriate, under what circumstances. The forces
operating in work groups can be either assets or liabilities, depending upon
the effectiveness of the members and the leader(s).

Group Problem Solving: Some Assets

Greater Knowledge. There is often more information and knowledge in a group
than in any one of its members. If the group consists of members with somewhat
different sources of expertise relating to their problem, it follows that each
person might be able to fill in the knowledge gaps of other individuals.

More Approaches. Individuals have a tendency to develop "tunnel vision" in
their thinking and their approach to a problem. The interaction of the members
can stimulate the search for more approaches by challenging each other's thinking.

Increased Acceptance. The solution to problems frequently requires the support
of several individuals if it is to be implemented effectively. It bears consid-
ering that a high-quality solution, lacking acceptance, may not be as effective
as a lower-quality solution with high acceptance. In short, solving problems
is more than a technical matter; it includes the additional task of persuading
others to accept the solution.

Group Problem Solving: Some Liabilities

Overconformity. When social pressures emphasize consensus and camaraderie while
frowning on disagreement, work groups can become instruments for maintaining
conformity. Agreement and acceptance of a decision by group members is therefore
not necessarily related to the quality of the decision reached.

Domination by an Individual. A work group's effectiveness can be reduced by
allowing one individual to dominate its activities. If he is not especially
forceful or dynamic, the best problem solver may not have the opportunity to
influence and therefore upgrade the group's decisions. This problem is
accentuated when a group has an appointed leader.

Goal Displacement. The goal of a problem-solving group is to create a viable
solution. To accomplish this, the members need to consider alternatives. Some
of the members may begin vigorously to support their preferred alternatives
early in the problem-solving process. Thus, group members can become too con-
cerned with bringing the neutral members to their side and refuting those with
other suggestions. The resulting goal then becomes one of winning the argument
rather than finding the best solution to the original problem. This process can
obviously lower the quality of the decision.

Making Problem-Solving Groups More Effective

Functions, Scope, and Degree of Authority. First, the group's duties and scope
must be clear and well defined. Group members must know the range of the
subject referred to them and the duties they are expected to fulfill in relation
to it. If a group has a clearly specified scope and duties, it is less likely
to flounder.

Membership. The quality of a problem-solving group's work is only as good as its members. Members should be willing to see each other's viewpoint, be able to integrate their thinking with that of other members, and be careful that they don't compromise at the least disagreement.

If possible, members should be of approximately the same organizational rank and independent of each other. This ensures that their deliberations will not have any superior-subordinate connotations. If they are chosen from different organizational units (departments or projects, for example), then difficulties of rank are more easily overcome. Selecting members from different units also helps to assure proper representation of the various interests which will be affected by the committee's actions. *The importance of wide rej esentation cannot be minimized.* Advisory boards, citizen-participation comm; ttees, and other such devices are typically designed to include members representing a variety of occupations, values, objectives, and interests. Such a design intends to take advantage of this asset.

Size. A number of changes occur in problem-solving groups and in their per- formance as they increase in size from two members up to 20 members. The critical point seems to be about five to seven. Beyond this size, it becomes increasingly difficult for the members to engage in the interaction and sharing of ideas necessary to effective problem solving. In short, administrators can partly influence the performance of a problem-solving group by controlling its size. For groups engaged in intensive problem solving, it appears the maximum size should be approximately seven members.

Committee Procedures. Problem-solving sessions are usually much more effective if certain procedures are agreed to by the members and then followed--if agenda; are prepared, minutes are composed and distributed to members before subsequent meetings, and if such subsequent meetings are planned well in advance and mem- bers are appropriately informed. Having the members agree to a set of procedural rules to guide their deliberations usually minimizes the frustration and "wheel- spinning" annoyance that often accompany group meetings.

Group Interaction. Even without the guidance of a chairman, most groups would eventually arrive at some conclusions through the dynamics of group interaction. However, experience has shown that some groups are able to arrive at conclusions-- and better conclusions--before others do. This occurs because some chairmen structure group interaction more successfully than do others. This structuring involves such things as keeping the discussion on the relevant subject, assessing the quality and ability of group members, and choosing appropriate procedures and methods for the type of individuals and the subject involved. This latter concern is especially critical because each member will likely think of how a new proposition will affect him and his working environment. This tendency can obviously lead to unnecessary frictions. Therefore, the chairman must develop some common basis for evaluating propositions. He must first establish agree- ment on the nature of the problem under discussion. Then he must see that every- one understands the issue. Only after these steps have been achieved can the members of the group effectively interact and achieve a successful solution.

In summary, an effective chairman must master two leadership roles: a role that emphasizes leader control over task activities and a role that emphasizes group- building and the maintenance of group social relations.

Administrative Decision Making

To make certain that their organizations provide the proper goods and services, in as effective a fashion as possible, administrators must do their best to see to it that organizational resources are allocated and utilized in the most appropriate way. This process--allocating resources--is what administrative decision making is all about. Our interest today is in those elements that contribute to decision-making effectiveness.

Organization or Individual?

Decisions have consequences, both for the organization and for the people within the organization. The administrator (whether or not he realizes it) walks a thin line in his decision-making activities. The line is thin because he is continually balancing the positive and negative organizational consequences of a decision; the line is even more thin because he must also balance the positive and negative personal consequences; the line is narrowed down even further because he must balance the organizational consequences against the personal consequences.

In carrying out this multi-faceted balancing act, the administrator must assess very carefully the impact that critical decisions are likely to have upon the organization and the people in the organization. A useful action he can take in making this assessment is to develop a list of criteria to use in making decisions. These criteria should deal with all of his concerns, personal as well as organizational. The overall decision process may then be conducted in a relatively straight-forward fashion, as suggested by the following steps:

1. Determine problems or opportunities that require administrative decisions.

2. Determine relevant criteria on which to base the decision.

    a. Organizational
    b. Personal

3. Prioritize these criteria using

    a. Organizational values
    b. Personal values

4. Communicate the prioritized criteria.

5. Gather information that is useful in making the decision and understanding the consequences of alternative possible decisions.

6. Make the decision.

7. Communicate the decision to people affected.

The principal lesson to be learned from this list is this: administrative decision making is a process, a process in which the actual "deciding" is only one of several steps. Effective administrative decision making involves, in reality, effective management of the total decision process.

A LINKING AGENCY:
PRODUCTIVE COLLISION CAN FOSTER RENEWAL

by

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Administrative renewal can be accomplished in many ways, but I would like to emphasize the "new" of renewal by developing a different approach, one that fosters a tense, sustained interaction or productive collision, one that produces a lot of sparks between administrative practice or organizational or administrative research.

Now this productive, dynamic kind of interaction can have several purposes, depending upon one's view of the role of administrator in today's schools. If you view the administrator as a powerless reactor, the theory-action dialogue might provide new coping strategies, tension-reducing mechanisms, or a more playful approach to an impossible situation. Administrative renewal for me as a principal of an experimental high school was a jug of Swiss Colony and a straw in the evening upon arriving home. If you view the administrator as a heroic leader, the dialogue would be focused on new leadership styles, new methods of instructional supervision, the development of charisma, or Machiavellian political power strategies that would be designed to move schools in new directions. If you view administration in a more interactive sense--the administrator as an organizational designer whose prime ability lies in changing, facilitating, and coordinating the structure of organization--then this theory-action dialogue that I am describing would emphasize organizational dynamics and how these can be orchestrated to produce better schools.

The other approaches to administrative renewal, the collision I'm describing between knowledge and real world problems, has certain strengths and weaknesses. It can potentially help both research and schools, but it needs some stimulation and sponsorship. It also needs a place to happen, and it will have to recognize, I think, some of the difficulties that the mergers of these two perspectives have had in the past. Given these limitations, I should like to develop with you, for want of a better description, a "linking agency" design for administrative renewal. I'd like to develop this linking agent model by sharing with you a series of experiences which have convinced me that such an agency could be a useful approach to administrative renewal. In a nutshell I'd like to share with you our experience in linking organizational theory and research to administrative renewal. I'd also like to suggest how an agency might be established on a broader basis with a primary mission of linking or coordinating other existing resources with administrative training needs.

The original purpose of the research work we are doing with the schools at the present time was to develop some ideas about how schools might be organized or reorganized. We've worked with a sample of 188 elementary schools in 34 school districts, surveying them at two points in time. What we were trying to find out the answer to is a relatively simple but interesting question. Given different kinds of instructional programs and given some that are quite sophisticated, how do these affect the organization of the classroom, the organization of the school, the organization of the district? In other words, how might schools, classrooms, and districts be organized to support innovative instructional programs?

We have some preliminary results from tl is research at the present time which suggest what we are now calling a loosely-coupled organization. In other words, in schools at the present time, the levels of schools and the divisions or people operating within levels are not very well coordinated. When suddenly there is a need for a learning disability specialist, a learning disability specialist is added to the staff, the learning disability specialist does his or her thing, but that's not linked in any way with the classroom teacher. We asked the question, "Why are the schools loosely-coupled?" One way in which an organization can adjust to its environment, a very complex, dynamic, changing environment, is to make its structure very loose. We are in a preliminary stage in this research, but I do think that it has some implications for administrators because it makes the administrator a prime coordinator in a largely uncontrolled or uncoordinated system.

The end product of our research is to provide guidelines for reorganizing or restructuring schools or school districts or, in other words, renewing the system. In our view, the administrator is a coordinator and the organizational designer who is aware of how to manipulate the system as well as aware of how the system manipulates him or her. Administrators were involved in our research from the very beginning in designing the way in which we would get our information and in interpreting some of our results. We tried to get some administrative input into our research so we wouldn't be making some of the mistakes that I think researchers have often made in the past. We also wanted to talk about the implications of our research results and get some reactions to administrators of what we were doing. The administrators, however, weren't very excited about the research we were doing. We were criticized for being too structured or systems oriented. Their response created for us a series of problems: How can we influence administrators' perceptions of organizations? How can we share results and perspectives? How can we build some communication channels with school administrators?

These problems led to the second phase of our work. I would like to tell you that we linked up with a group working on administrative renewal as a very rational and planned course. Unfortunately, we did not. I met a fellow at a conference who was a member of the Association of California School Administrators. He and I had both been having several drinks, and we began to argue about the role of research and the relationship of research to administrators. He told me that he thought it didn't amount to much. I told him that I thought that it did, and I challenged him to visit our center, which he did. Since he was a member of Project Leadership, we made an agreement with that organization which specified some things we could do for them and some things they could do for us.

Project Leadership, a creature of the Association of California School Administrators, is basically a network of schools and school districts organized for the prime purpose of administrative renewal. The State is divided into regions. Each region has a liaison administrator who communicates both to the central organization and back to the administrators in the field. Project Leadership is identifying through a needs assessment the needs of administrators in training. They publish *Thrust* Magazine, conduct regional workshops, and train trainers. One of these regional workshops is bringing together people who are doing either research or related work in the areas which the administrators have themselves identified as very important.

We have related to the Project Leadership network by preparing articles for their publications. We also do workshops in which we share our approaches to organization. We share the instruments and the methods we use to solve organizational problems. We also give presentations in various schools and school districts, and once in awhile, we will be involved in a district or school problem. This cooperative venture, although it evolved accidentally, offers a promising future for linking research theory and other resources to administrative renewal. It meets the needs of researchers, and it also meets the needs of the practitioners.

Resources are needed to coordinate, to link, to identify other resources, to set' the conditions and the format for interaction, to provide quality control, feedback, and follow-up. A linking agency must seek out resources that can be actively applied to administrative renewal. A linking agency must build networks, both vertical and lateral, so that the theory and research introduced can ferment with the other available resources. A linking agency needs to coordinate existing resources with identified needs, and it needs to stimulate the creation of new resources wherever they are needed.

Where our theory and research have gaps, a linking agency could provide a vital forum for the creation or the sponsorship of new theory, the development of new theory, or the actual accomplishment of new research needed for administrative renewal. Another vital element provided by a linking agency would be quality control--a well-developed follow-up that would not only reinforce what has taken place but also catalyze further developments of renewal and change within the system.

Some pressing issues that a linking agency concept must address involve philosophy as well as operation. We need to ask how committed administrators are to being renewed? We need to ask how committed will administrators or state education agencies be to a linking agency concept as compared with other approaches to administrative renewal? Can a linking agency maintain a balance or tension between theory and action? In our experience, the sparks fly when those two collide, and if a linking agency does not maintain a balance, that collision will not be productive. Can theory and research be put into a form that can be adapted to administrative renewal needs? This is a very crucial question. Operationally, can a linking agency establish an interactive needs assessment system? Can productive networks be established among administrators from different schools and school districts, and can such networks be made to foster two-way, vertical, as well as lateral communication? Can linking agents be made to move comfortably and effectively between research and practice? Can the linking agency provide incentives or rewards for people whose prime function is coordinating or linking? Can the linking agency resist the temptation to develop training capabilities of its own? Is linking and coordination of resources with needs a fundable kind of proposition? Will linking agencies be equal to the task of system renewal, of which administrative renewal is only one part? If a knowledgeable person were to observe your State department and its administrative renewal program two years hence, what would you hope this person would see? The new chapter for administrative renewal would include an agency that actively coordinates and links therapy and knowledge to administrative practice.

THE COLORADO DEPARTMENT OF EDUCATION AND THE DEVELOPMENT
OF SCHOOL DISTRICT-BASED ADMINISTRATOR RENEWAL PROGRAMS

by

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Characteristics of School District Administrator Renewal Programs

Here's the problem we faced in Colorado 16 months ago: What can the Colorado
Department of Education do to assist interested school districts in developing
systematic and planned administrator renewal or professional growth programs?
Today, after many months of work, 31 Colorado school districts are either oper-
ating or developing administrator renewal programs for their school administra-
tors. In general, the programs have these features:

1. They are professional growth programs which administrators develop as a
   result of enabling leadership provided by the school district.

2. The programs are school district-based, school district-planned, and
   school district-operated. Each district's program differs somewhat
   from those of other districts; yet, there are common threads of prac-
   tice among the several programs.

3. These professional growth or renewal programs are designed largely to
   capture the interest of school administrators who have completed their
   formal graduate education.

4. The main target population of the school district-based programs are
   educators who serve in middle-management positions.

5. The programs take place on the job, not in an isolated academic setting.

6. The programs use many of the practices of some 45 school districts in
   14 states which developed and operated administrator renewal programs
   during the period of 1968-1974 in association with CFK Ltd. Foundation.

There are six characteristics of effective school district-based and operated
administrator renewal programs. An administrator renewal program is (1) indi-
vidualized to the greatest extent possible in regard to the renewal topics and
problems identified by the involved administrators, (2) related to the on-the-job
concerns of the administrators, (3) related to school improvement projects
organized and conducted by the administrators, (4) continuous, rather than con-
sisting of "one shot" events which lack follow-up activities, (5) largely based
on small group and individualized learning processes, rather than only on large
group workshops or similar activities, and (6) based on the goal of improved
performance on the job as opposed to only providing administrators with new or
additional information about improved schools. In brief, effective programs are
personalized in that the participating administrators work on problems and
issues of their own individual concern. Thus, the programs are on-the-job oriente
After the first year or two, they become action-oriented in that actual school or
professional improvement projects are the focus.

How School Districts Develop Administrator Renewal Programs

Typically, districts follow a six-step process in organizing an administrator renewal program:

First, one of the district's administrators assumes responsibility for providing program leadership. In about half of the cases, the superintendent assigns the responsibility. In other instances, the leadership is assumed.

Second, a formal or informal task force of administrators is organized to consider the administrator renewal idea.

Third, an assessment process is used to discover the interests of the district's administrators as a group or as individuals. (Various needs assessment procedures are available and used for isolating the issues on which the participating administrators desire to work. They range from simple interview techniques to discussion groups on needs, and from complex paper-and-pencil assessment surveys to the identification of professional growth goals as a part of management-by-objectives systems used by administrators in many school districts. In one district, for example, the administrators develop individualized professional growth plans related to job functions about which each person desires improved abilities. Another district used the CFK Ltd. School District Climate Profile as a means of identifying their priorities and the topics about which they wish to work together as a team. A large Colorado school district developed an extensive and formal needs assessment survey in association with a university. Using the resulting priorities, they made arrangements to have university classes offered in the district for those interested.

Fourth, the task force develops the district's plan for providing administrators with renewal opportunities.

Fifth, interested administrators volunteer to be a part of the program.

Sixth, collegial learning teams are often organized. Such teams develop learning activities to achieve their team and individual renewal objectives.

The Collegial Team as a Means of Providing Professional Growth Opportunities

An effective means of providing renewal opportunities is the collegial learning team of administrators, a group of professional colleagues who are committed to providing each other with support for their growth goals and serve each other as consultants, thus reducing the cost of and need for hiring consultants from outside the school district. Each member of a collegial team designs a plan of professional self-renewal and growth, shares the plan with the team of colleagues, goes through learning and sharing experiences with the team on a regular committed basis, obtains meaningful feedback and help from the team regarding his or her plan and progress, and uses the team to assist in revising professional goals for future growth. Typically, the team, consisting of seven to ten administrators, has a common topic or goal. The team meets periodically for a two to three-hour period approximately every three weeks. In brief, the collegial team approach is a means of breaking the total group of interested administrators into smaller working teams on areas of common interest and concern.

The Role of the Colorado Department of Education in Assisting School Districts to Develop Administrator Renewal Programs

In assisting Colorado school districts to organize administrator renewal programs, the Director of Leadership Development in the Colorado Department of Education initiated a number of major activities. These activities represent one approach a State education department might use as a process for involving school district leaders with developing administrator renewal programs in their school systems:

1. Obtain books and monographs to provide as a resource library to potential school district administrator renewal program leaders and which will help such educators develop growth programs in their districts.

2. Develop visibility for the school district-based administrator renewal program concept through initial contacts and planning sessions with superintendents or other central office-level administrators of interested school districts.

3. Develop leadership plan of goals and objectives designed to stimulate school district based administrator renewal programs.

4. Organize and refine field services processes for assisting each interested school district in the actual development of an administrator renewal program.

5. Organize collegial activities among the administrator renewal program leaders of the participating school districts.

6. Organize consultant resources to support the development and operation of administrator renewal programs.

To provide additional assistance to districts interested in developing administrator renewal programs, the Colorado Department of Education has retained the services of five school district administrator renewal program leaders on a unique, mini-sabbatical leave basis. With the title of Special Associate for Administrator Renewal Programs, Colorado Department of Education, each associate assists other districts with administrative renewal programs for a total of ten days spread throughout the school year.

A series of seminars for superintendents of districts in different size categories has also been tried with success. These are now being developed into a program.

Administrator renewal programs are not difficult to begin because they capture the interest of many superintendents. The real challenge for a State education department is to assist each interested school district in sustaining its program once the initial glow of enthusiasm wears off. A larger goal of administrator renewal programs is that of school effectiveness. In the final analysis, school principals, superintendents, and other administrators will not be judged by the efficiency with which they have run their schools. Rather, they will be judged by the effectiveness with which they have educated a generation of thoughtful, sensitive, and humane, as well as informed, young men and women.

SHADOWS OF THE PAST -
RESTRICTION OR OPPORTUNITY FOR RENEWAL

by

Dr. M. Donald Thomas
Superintendent of Schools
Salt Lake City School District

Most renewal programs are talk, and very little change in human behavior
actually occurs. For the most part, workshops or in-service training or col-
lege courses do not make a basic difference in the life of the individual. I
would like to illustrate for you what that is.

According to the theory of the shadows of the past, within each of us there is
a combination of factors residual from our entire past which determine at any
given time what we do or what we don't do, what we value or what we don't value.
These are based on the large number of experiences we have had, and these experi-
ences, in totality, become our shadows of the past. As the shadows of the past
talk to us through an inner voice, each of us evolves a self-image, a life view.
Each of the events of the life, as they occur to us, are interpreted at a par-
ticular time based on that life view.

Unfortunately, the ability to interpret an event creatively with options or
with renewal or with a great deal of flexibility is usually not present within
our shadows of the past. Generally, our experiences have not allowed for posi-
tive attitudes toward new experiences, have not allowed us to look at the events
of life with a great deal of openness, trust, and challenge.

Most training programs look at the job events--such as scheduling the high school
or non-graded teaching or team teaching or some factor within the job itself--and
give you some training in the job skill. These are usually of very little value
because they don't attack the basic problem of the shadows of the past. The
life view, for the most part, remains the same; so the interpretation of the
events are restricted. In order to make a significant difference in the renewal
of a human person, it is necessary to take these experiences and either re-
experience the totality of them or create new experiences which will balance out
the shadows of the past and create a new reference point from which to develop a
different life view.

These are eight important areas in which administrators should have new experi-
ences to counteract the general experiences that prevent self-renewal. If you
in fact design individual renewal programs in those areas, generally you will
have a shadows of the past different from most people. You will tend to be more
creative, more trusted, more open, more able to deal with stress and to interpret
the events of life without anxiety.

The eight areas are these: (1) The ability to use time as a servant rather than
a master. Generally, we will say, "I don't have enough time." Time is master-
ing us rather than us mastering time. Shadows of the past say, "You're too busy,
and you don't have time to do something new. If you get this additional respon-
sibility, you are going to be overwhelmed." But when time becomes a servant of
the individual, not the master, then he can solve the particular problem formerly
subverted by the shadows of the past.

(2) A "can-do" attitude. Most people look at something new or something which
is extremely challenging or difficult, and the shadows of the past say to him,
"That will be a lot of work, that will be very difficult, that will take a lot
of effort." Because of the shadows of the past presenting that kind of restric-
tive inner voice, he interprets the event as rather dangerous or as an event
that will hurt him, put him on the spot, make him fail, and therefore he will
not attempt that event. However, as the individual develops talents, produces
products, and does things that he did not normally believe that he could do,
as he succeeds, he generally develops a can-do attitude. As he develops that
kind of attitude, the shadows of the past take on a little different perspective,
and he is able to be more positive, more open to challenge, more trusting of a
new opportunity.

(3) The ability to handle stress and insecurity in a positive way. Our jobs
are always insecure, our boards of education may fire us at any given time,
a creep who swears at us may come out of the woodwork at any time at a board
meeting--that's just part of the game. Learning to deal with insecurity and
stress is a definitive program. There are self-initiated and self-controlled
activities that we can use to learn how to deal with insecurity and stress in
an open manner.

(4) The ability to communicate with people--to communicate openly in a straight-
forward manner, and not play verbal games.

(5) The ability to negotiate. As Satchel Page once said, "As you go through
life, you have to learn to jangle a little." Some people are extremely rigid.
Everything that happens to them is a catastrophe. They can't jangle a little.
If you learn to jangle a little, the problem becomes less severe. The ability
to negotiate with events gives you control over the circumstances of life, and
it is a skill that can be learned.

By the way, all of these areas are developed in terms of specific behavioral
skills that an individual can learn. They are validated through colleague val-
idation. I can take this area--the ability to negotiate and jangle a little--
and work on a self-continuing education program, discuss it with a colleague,
and at every opportunity have the colleague determine whether or not I am making
any progress in that particular area and give me a continual reflection of my
behavior.

(6) The ability to set goals and achieve them--the ability to say that I am
going to get this amount of work done and the ability to succeed in getting it
done and have someone validate that I have learned that skill. That again can
be defined in specific behavioral terms, and all of the self-skills of that
particular objective can be defined and evaluated and validated by a colleague.
I can develope an ICE plan--Individual Continuing Education Plan--and I will
contract with another colleague who will monitor my development in that area.

(7) The ability to see the big picture--the ability to look at any event in life
and put it into perspective with all the other events. We usually note the
things that we have accomplished: graduating from college, securing an M.A.,
obtaining a teaching position--a long list of things, but put these into perspec-
tive. One day a patron calls you up and says that he thinks you are a bad prin-
cipal. So what? One day the Board calls you up and says that you're fired.
So what? It is just musical chairs anyway. I don't know one superintendent in
this situation that's unemployed.

(8) The ability to take action. That's a difficult skill to learn. Most of us want to verbalize rather than take action. Even though most of us here have had training in developing this, it hasn't made a bit of difference. We're still nervous, we're still distrustful, we still play little secret word games with each other, and we aren't really satisfied with our jobs. What we have to do is work backwards because in order to have a more satisfying job, a greater ability to negotiate with life, a view which is more expansive, we have to change our self-image. What do we do to change our self-image? We have to get rid of all of these shadows of the past. How do we get rid of them when we have all of these experiences to build up the shadows of the past? We have to have new experiences.

These eight areas are the ones in which you should develop new experiences. We have developed programs in each of these areas. When an individual goes through the whole training program, and he has decided for himself which area and in what sequence, and has appointed a colleague to monitor him, he does in fact become different. He is able now to look at the totality of life with a different perspective and can continue to renew himself because it's a way of life and not merely a training program or a workshop, but a whole perspective of what human life is all about.

ADAPTING TO CHANGE
THROUGH A COLLEGIAL SYSTEM

by

Dr. Thomas Neel
Superintendent of Ampitheater School District
Tucson, Arizona

In administration today we have people who have been selected for quite dif-
ferent reasons. In the 40's the ability to deal with progressive education
and to implement children's self-needs was paramount. Then the emphasis shifted
to schools as community centers, and many of our administrators were selected
because of their ability to handle public relations. In the Sputnik era schools
were a part of national survival. Academic counseling and promoting achievement
in subject areas became the more significant administrative skills. In the 60's
and 70's many of us entered administration because we were supposed to be inno-
vators and change agents who had the ability to initiate change, break up tradi-
tion, and open up school systems. At the present time, schools have become pro-
moters of self-concept. Accountability and sharing decision making dominate the
scene. Because of the forces that change us and the climate in which we work,
we have to renew ourselves.

Some interesting things happen to people when they are confronted with change.
They can either admit failure and take the risk of loss of status, or they can
stay close to the status quo line and perhaps adjust. The forces of progress,
however, are centered in the people who can deal with ambiguity, show initiative,
make order out of chaos, be responsive to change, and be risk-oriented. In the
Ampitheater District we encourage our administrators to be risk-oriented.

We have started a program of accountability and management-by-objectives. We
went out to the public with the Delphi Technique. We asked the community in
groups of 150 what the characteristics of a quality school system were. We
identified some concepts as potential goals, and then we set up a committee of
about 30 people chosen from the community who turned these into goal statements
and goal indicators.

Then we sent out 1,500 questionnaires to a random sample of the population.
We obtained a consensus on the goals thus identified, and the Board adopted them.
What the community wanted most was promotion of self-worth. The next was tied
to salable skills or basic skills and then variety of experiences. Twenty-three
items on my contract are related to those objectives or goals of the district,
and the administrators have their performance review based on them.

Because some components of the system didn't fit, we started a new performance-
based policy system.

After we had the goal objectives, we set up a decision-making matrix for who
would be involved, and we used these three kinds of decision making: Z power,
all authority to get the job done; C power, consulting before the action is
taken; and I power, informing or communicating. Last year we took the policies
and the goal statements and set up a grid assigning those who would be the Z's
and who would be the C's. Everybody wanted to be an I.

Now, this is the process that we have set up for administrative renewal program after we had our objectives and goals of the district. First of all, the administrator conducts a needs assessment. Nearly every principal is a new principal to his school because we rotated 11 of them last year. He selects five goals for the year, and then he reviews them with me. He chooses his collegial team. His collegial team is not required in our district but the performance review is. He has to fill out a quality assurance agreement, but he doesn't have to have a team. He then writes a SPAR or a Self-Performance Achievement Record. SPARS are usually something personal. For example, the fellow is going to initiate an alternative school program for two or three years. I don't expect him to write a SPAR if everything works out all right.

Throughout the year, usually three or four times, the collegial team sits down with the colleague and discusses his progress to date. Usually, the collegial teams are collegial teams for one another rather like a social experience. The collegial team monitors the progress and critiques the person and his program. One thing that is a little threatening to me about the collegial team is that if I don't agree with it, we're in trouble. At least I am. So far, they have taken their work very seriously, and they have helped each other. As a final step, the supervisor confers with the supervisee, and they write a report for the year's performance review.

When I go out to see people, I want to find out what standards they think are being used on them. For instance, a few years ago I went into an elementary school, and the backboards for the basketballs were down to about five feet. Since I had never seen that before, I asked the principal, "Why do you have those backboards down?" He replied that it was done so the smaller kids could make a basket. When I came back the next week, the backboards were up to nine feet. I asked why they had been raised, and he said because I told him to. I told him that I hadn't told him to but just had wondered why. From the tone of my voice, he thought that I had wanted them raised. My point is that he didn't know what was being used to evaluate him. The collegial team can help clarify some of those things. Each collegial team designs a plan for professional renewal and growth.

We were fortunate enough this year to get a Title III grant for administrative renewal. We trained the principals in research and problem-solving skills, and they produced four team documents. We've sent those reports from the principals and their group directly into the Board with minor editing. Now that might not seem like such an accomplishment to you; but everywhere I've been before, reports from the field must be cleared through the central office first because people have different perceptions of what the Board wants to see. With our problem-solving approach, though, we have developed a highly-trained staff out in the buildings.

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RENEWAL THROUGH AN EXCHANGE PROGRAM

by

Don Richards
State Department of Education, Utah

In 1973 Superintendent Talbot recommended that the Utah State Board of Education approve an exchange program among State staff and school district staff on a selective basis. Among the staff of the State board of education there are many fine administrators who have excellent capabilities but have not had the experience of holding a position such as an elementary or secondary school principal. Perhaps they have not had the opportunity to hold a position in a central office staff at the district level, or they have not been a school superintendent. An exchange program would permit them to have the type of an assignment that would broaden their exposure and fill some voids that now exist in their professional experience.

From time to time, as State board members visit school districts, comments are made from local district officials that the relationship is something less than it should be because some members of the State staff do not understand local conditions. Conversely, statements are also made by the State staff that some local personnel do not seem to have what they call a Statewide perspective. They don't understand the problems of administering programs at the State level, and they don't see education in the State as being a Statewide system but rather see it from their viewpoint as a district administrator.

Through an exchange program, it was proposed that State staff members who would voluntarily accept an assignment at the local level would be exchanged for school district staff members who desire to broaden their exposure and gain experiences available from service at the State level. Under the exchange program, the State superintendent has informed his staff of the benefits he feels staff members could receive from such exchange and has encouraged those who have an interest in this program to make that interest known, to volunteer to be considered for this type of an assignment. In turn, local boards of education and superintendents have been informed of the possibility of an exchange program through meetings with the Society of Superintendents.

The problems that arise concern the details of such an exchange. First of all, there is the period of time. We felt that an appropriate guideline was the period of time corresponding to the contract period at the local level. Second, there is the problem of salaries. The person involved could be exchanged at his or her current salary rate. This is the practice that we have been using so far. As an alternative, a salary commensurate with the new responsibilities might be negotiated and set. The salary could also either be paid by the respective organization or the office or agency. To date, we have let the salary continue from the organization.

The third problem involves the return following the period exchange. The person from the State school office has the understanding that upon termination of the contract period spent in the local district he or she will be brought back to the position that he or she vacated. Local boards of education, of course, are free to stipulate the conditions for their employees, or they may decide to handle it differently, select different alternatives. For example, a local district may

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elect not to take the person back and fill the vacancy following this period.
To date, the contracts negotiated have been a strict exchange where both indi-
viduals have returned to their respective positions. In case a district does
not desire to have an individual return to his former position, that individual
would have no claim on the position in the State school office, that he occupied
at that particular time, but he could, with other applicants, be considered for
any position that becomes vacant in the office during that time. A very impor-
tant aspect that we feel needs to be clearly understood is that the person
being exchanged undertakes the new responsibilities with full authority and
accountability. So a person leaving a State school office and joining a dis-
trict as the district superintendent would in fact be the district superinten-
dent for that period of time and would have complete authority and responsibility
in that connection.

When a local board of education indicates to Dr. Talbot that it is interested
in an exchange, Dr. Talbot selects, from those in the State school office who
have volunteered to be considered for such an exchange, three individuals, and
he presents those files to the local board of education for them to review.
Should the local board choose not to exchange a local person for one of the State
staff proposed, any objectionable individuals would be removed from the proposed
list and additional members submitted. This is followed then by a very tight
contractual arrangement with the local board assuring that everything is legal.

We have the authority of the State board to move in this direction, assuring
them that we would not create any additional new positions at the State board
level, nor do we feel that the program would add additional expense. This
exchange proposal has the commitment of the administrative staff of the State
board along with the Utah Society of School Superintendents.

To date, our experience has only been an exchange with the State school office
and local district staff. Superintendent Talbot has made contact with the Deans
of Colleges of Education of three universities in Utah, preparing to exchange
between the State school office and the College of Education. We are further
anticipating exchanges in the future with the State Planning Office, the Governor's
Planning Office, and, hopefully, with other agencies. In fact, Dr. Talbot asked me
to offer the challenge to another State in this inter-mountain area, one of our
RIPP states perhaps, to exchange personnel within the State and let this become
an interstate activity. If there are individuals in the Utah State school office
who could be of value to you in your agency or in a particular project or role
for an ad hoc period of time, we would welcome negotiations with you on such an
exchange.

SUPERINTENDING IN A NEW ERA:
"EXPERIENCE KEEPS A DEAR SCHOOL"

by

Dr. Roy Truby
Superintendent of Public Instruction
Idaho

Superintendents talk about collective bargaining, federal intervention, regula-
tion of the courts, student rights, and teacher rights. For some of them, it's
just no fun anymore. They are going through a kind of cultural shock. The
question is long past whether we're going to have federal intervention or not,
whether we're going to have State involvement in education or not. Recently, I
told a trustee at a convention that I believed in local control as a matter of
philosophy, but not as a matter of theology. Education today is a national con-
cern and a State function. It's a local operational responsibility. The sooner
all groups realize that's the way it is and that we are going to have to work
together, the better off we shall all be.

During a recent speech, I couldn't resist the temptation to talk about what the
federal courts are doing in a positive way. Not all of our proposals are being
accepted in Idaho right now, but some are because of Mrs. Randolph and Mrs.
Rodriguez who had the courage to take on the United States Government. When poor
families can take cases to our courts and win and thus affect the priorities of
our State and other States, I think there's something to be said for them.
Mrs. Lau, the Chinese immigrant, sued the U. S. Government because she said her
child had the right to instruction in his primary language. The U.S. Office of
Education now has Lau Centers. That couldn't have happened in Russia or in any
other country. While many courts are now telling us what to do, we probably
wouldn't have done some of these things yet if they hadn't required us to.

What are we dealing with in education? In the last two years, it is estimated
that we have spent over a billion dollars in court cases and over 200 cases of
record. When you consider that only one case in 100 gets in a case of records,
and if you look at the total cases, the school kid's hair length has been edu-
cation's number one priority in dealing with the courts. We thought that issue
was decided; yet two weeks ago in Idaho children who didn't have hair any longer
than mine were expelled in two districts. We finally explained we have a Supreme
court decision now in Idaho. The law-abiding citizens said, "We don't really
care what the Supreme Court says. Our kids are going to cut their hair." But
they finally gave up. The State board attorney has hair all the way down to his
shoulders. One of the groups called him in for help and exclaimed, "My gosh,
you can't go before the judge like that!" Benjamin Franklin once said, "Experi-
ence keeps a dear school, but fools will learn in no other." We often condemn
ourselves to the bitter fate of learning from the past; but, hopefully, we can
have epxerience-oriented kinds of activities in our administrative renewal pro-
grams to prepare for the future.

It's exciting to live in a time when we are finally beginning to believe all the
things we have been saying. We do say truth and justice for all when we salute
the flag. We talk about all men being created equal. But when we say that we
believe in equal opportunity, we mean it; we have all kinds of problems. We
have got to deal with them if we mean it. We say that women aren't getting

equal opportunities in our State. It is easy to say so, but if I believe that, then I have a problem I must deal with. How many superintendents do you have in some of your States who are women? We don't have any in Idaho. We have 250 male secondary principals; only one woman assistant principal. When you deal with realities, you don't talk about a quota system. It's equal opportunity, not a quota system. Title IX does not mean men and women in the same locker room; it just means equal opportunity. We've been spending about $10 for boys' athletics for every dollar that we've spent on girls' in our State. We're beginning to question that, and the questioning process can be a very positive one.

If I could have picked a time to be State superintendent, any time in history, I would have picked no other time than the present. It is an exciting time to be in education. It is time to sow again. School administrators now need to make renewed efforts in a number of areas. They need skills in dealing with boards. School boards are changing. Some are elected today on a one or two-issue basis. They come in on an advocacy basis. They're more politicized, they're more involved. If you're dealing with a school board the way you did, then you need to have some additional kinds of experiences.

Today the successful administrator also needs to be a skilled fighter for public resources, both at the State and local levels. He has to know how to fight for resources, and he has to be more involved in political activities. Last year we got kindergarten fully State-funded. But it wasn't just us. We had the League of Women's Voters with us, we had the AUW, we had various PTA's supporting us, and we had the constituencies behind us. That's why we finally got that piece of legislation after waiting for six years.

A superintendent today has to have two focuses. He has to have an internal focus--the department; but the big responsibility is that external focus--dealing with the publics that can make things happen. For too long educators and administrators have said they don't want to get involved in politics. Well, if you don't want to be in politics, then get the hell out and let somebody take the job who has political moxie and political savvy, someone who can make things happen. You don't make them happen sitting in your office.

A successful administrator must also learn to deal in a new era of employee and employer relationships. We have to recognize that we are in a new era. In Idaho, the superintendent used to tell the teachers, "You're going to belong to the IEA because we think it is good for you. So, we are going to subtract your dues automatically." Of course, at that time the administrators ran the Idaho Education Association. Those days are gone. I talked to a superintendent the other day who felt threatened by the suggestion that he could improve his relationships with teachers by having lunch every other Friday with a teacher leader. He's really not recognizing that the president of the teacher's association represents a lot of power. He has the ear of every teacher, and the superintendent has to deal with that power.

Superintendents also have to learn to deal with activist groups in the community. All of us in education have to grapple with that tendency to go our own way, to drift away from the public. We've had our way for a long time, and it's pretty comfortable that way. We really have to get back to the philosophy that we have public education because there are certain things society wants us to do. Because we lose touch with what they want us to do, we create enemies. We have more passion in this direction--venom, attacks on public education--than we have ever had.

We need concerned, caring parents, but the PTA is dying in Idaho. No wonder they are dying. PTA meetings are damned boring. They have so much to talk about; yet instead they talk about playground equipment, cookie sales, and carnivals. PTA's could present issues, create a forum where administrators and parents get together and lay out some of the problems about discipline. We need to talk about rights to privacy and what that means for students and parents. We need to talk to parents about what it means to read to a pre-schooler. We have so many things that we need to talk about. School administrators need to learn to deal with community groups, need to be in touch with groups, and build on a supportive base.

If State departments of education are going to be meaningful in this whole area of renewal, they are going to have to get involved and take risks too. We can't just sit back and be paper shufflers for the U. S. Office of Education and local school districts. We have to make their problems our own problems. We have to share problems, and we have to get involved. There are two aspects of this: one is renewal for our own departments, the whole concept of staff renewal, and the other is getting away from the protection syndrome. Too many superintendents, college presidents, people involved in high positions, are surrounding themselves with people telling them what they want to hear. You have to have people around you to give it to you straight, and you have to have a climate in that organization that allows honest feedback. You have to allow people around you to make you uncomfortable.

Finally, a school administrator must learn to confront without being combative. He must try to deal with issues, not ego. You're not going to change some things just because you don't like them. You may modify them or negotiate them, but confront the issues, talk about the differences. I think too many administrators think that if you disagree with them, you have attacked them personally. That is why they have things so out of perspective. If you cannot at least solve a problem, the next best thing is to keep your sense of humor.

TITLE IV AND ADMINISTRATIVE RENEWAL PROPOSALS

by

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Today I shall attempt to bring you up-to-date on 93-380, in particular Title IV within that legislation, and tell you how it relates to administrative renewal and what the possibilities of funding are within that title.

There are two consolidations within Title IV. The first consolidation deals with the categorical State plan program, and the second deals with the discretionary money that the U. S. Commissioner of Education has. Congress set up a separate authorization for that money and also set up several priorities for its use: metric education, women's equity education, gifted and talented program, consumer education, and career education. The consolidation of the State plan program does not provide for a new program in the sense that the legislation expands the authority to provide for a new program. It is merely a new way for States and school districts to apply for and receive their grants. The same possibilities that exist within the categorical legislation also exist within the consolidated legislation in terms of administrative renewal.

One additional part is available. Under ESEA Title V there were three parts to the Title V legislation: Part A, which grants money to the State departments with a small amount set aside for 505 type projects; Part B, which grants monies to local school districts for internal strengthening and improving their management resources; Part C, which allows for planning and evaluation for both States and school districts. Part B of Title V was never funded; however, under the new consolidated legislation, all parts of Title V are available for funding. The year 1976 is a critical one for States to decide what kinds of priorities to set in administrative renewal. If they are going into that area, they need to look seriously at the money within Title IV, the strengthening of SEA's and LEA's, and how much money of that they are going to earmark for administrative renewal. It is a critical year because we do have in some States money carried over from FY '75, we do have the categorical '76 Title V money, and then the consolidated money for Title V type activities within the SEA Title IV.

There are nine categorical programs in Title IV. Most of these are State planned programs, except the last two--drop-out prevention and nutrition and health: These were small, discretionary programs that the Commissioner operated and made grants directly to local school districts. All of these programs revolve around one authority, ESEA Title IV. To receive the funds under that program, a State has to prepare a State plan, now called an annual application. Before we had nine programs and ten applications coming into the Office of Education. Next year we will have full consolidation. We will have one program, Title IV, and one State plan.

In the grant award process, the amount of paper work has been reduced by using the consolidated approach. One grant award from the federal government to the State department of education will be made, and the State in turn will make one or two grants to the local districts depending upon whether they split up their B and C and issue their grants at different times.

The USOE has indicated that the regulations for Title IV will be published in final form on November 18th. After that they will undergo a 45-day waiting period before they are full-force effective. Congress has the right to hold a regulation for 45 days. If Congress adjourns during that period, the regulations are held over to the next session for another 45-day period. If some action is taken by the Congress to reject some portions of the regulations, the regulations will then have to be re-drafted.

The USOE is planning some monitoring visits to all 57 jurisdictions between December and May of next year to look at the Title IV program. Several staff members will be involved in those visits. Letters will be sent out to the chief State school officers in a week or two to inquire about convenient times.

RENEWAL IN SOCIETIES AND MEN

by

Dr. Robert Brigham
Vice President for Personnel
Harrah's Enterprises, Nevada

The problem with most administrators is they want you to know what they are doing, but they don't know what their subordinates are doing. Compensation in relation to productivity is very important. There has to be a partial appraisal system which lets people know where they stand. There has to be promotional opportunity clearly defined and based on merit. For these we need major salary ranges accurately determined. We need greater values for each position. We need clearly defined lines of authority and responsibility. We need job descriptions for each person. If you don't have this structure to begin with, it's very hard to have administrative renewal.

What do we do at Harrah's actually? The basic thing is the performance appraisal. This is the way we do it. Everybody at Harrah's gets a performance appraisal at least once a year. Most people get them twice a year. An individual desiring an appraisal has to set a date for an appraisal of performance. It takes about an hour and a half. I will be there, and my boss has to be there. He is appraising me while I am appraising the other fellow. Then there has to be someone there who knows the individual's work outside of my department so he can evaluate whether I am telling the truth or not. We also have somebody from Personnel to be the secretary.

Everybody then sits down for an hour or an hour and a half. We have basically a blank piece of paper. At the top of the page, it says, "Job Knowledge and Performance." The second page says, "Supervisory Skills and Leadership Abilities." I begin by saying that this is the way I find Jim's job performance to be in the last year. The people talk back and forth; and if they believe what I say, they will reinforce it, or they will say that they haven't found it that way. It has to be resolved then and finally written down. Usually a person writes up his appraisal that night as a rough draft. It is returned to the one who wrote it who then gets it typed up and signed by everybody. Jim is then called in by me. I go over the appraisal with him, and we set for him his idea of a development plan for the next year. When we appraise him next year, we will appraise him on how well he fulfilled the development plan we set for him.

Before we do a performance appraisal, we review the job description because things change. We have to reevaluate the work we are going to do and how we are going to do it. When I came back to Harrah's after five year's absence in 1971, the first thing I did was to get all of my staff, put them in a plane, take them up to the center of Idaho--65 miles away from the nearest road--and for four days we talked about what business Harrah's in, how does our department fit within the framework of Harrah's, what should our goals and objectives be, what functions should we perform, how do I fit within that pattern, and what function should I take responsibility for.

We came back with a set of goals and objectives. Our overall objective is the optimum development of the human resources of Harrah's. Then, we sit down and get specific objectives. All employee appraisals must be based on individual performance within the context of a job description. The job descriptions have to cover those functions and responsibilities. We are able to judge performance because we have some concept of who is going to do what.

We started out a long time ago in business giving people more and more financial reward. Then, we got into benefits. We have more and more benefits. We have group health. We have hospital care and dental care. We send employees away to take all kinds of courses. And these external rewards don't mean a darn thing. You never stimulated anyone really with these. There is no such thing as dull work, just dull workers. There is no such thing as inspired work, just inspired workers. When it comes to self-renewal, no one is going to pay you or bribe you to do it. Basically, if you are going to make a difference in yourself, you will do it yourself.

The best presentation of this idea that I have read is in "Renewal in Societies and Men" by John W. Gardner (Carnegie Corporation of New York, 1962 Annual Report, pp. 10-13).

> What are the characteristics of the self-renewing man, and what might we do to foster those characteristics? Though we are far from understanding these matters, we have a few pieces of the puzzle.
>
> 1. _The self-renewing man is versatile and adaptive_. He is not trapped in the techniques, procedures, or routines of the moment. He is not the victim of fixed habits and attitudes. He is not imprisoned by extreme specialization. This last point is so important (and so easily misunderstood) that we must deal with it cautiously. Specialization is a universal feature of biological functioning, dramatically observable in insect societies and in the structure and functioning of the cells that make up a living organism. In humans, it is not peculiar to the modern age. Division of labor is older than recorded history. So specialization as such is no cause for alarm. But specialization today has extended far beyond anything we knew in the past, and this presents two difficulties. First, there are tasks that cannot be performed by men and women who have lost the capacity to function as generalists--tasks of leadership and management, certain kinds of innovation, communication, teaching, and many of the responsibilities of child rearing and citizenship. Second, the highly specialized person often loses the adaptability so essential today. He may not be able to reorient himself when technological change makes his specialty obsolete.
>
> 2. In a rapidly changing world versatility is a priceless asset, and the self-renewing man has not lost that vitally important attribute. He may be a specialist, but he has also retained the capacity to function as a generalist. Within limits he has even retained the capacity to change specialties.
>
> We are beginning to understand how to educate for versatility and renewal, but we must deepen that understanding. If we indoctrinate the young person in an elaborate set of fixed beliefs, we are ensuring his early obsolescence. The alternative is to develop skills, attitudes, habits of mind, and the kinds of knowledge and understanding that will be the instruments of continuous change and growth on the part of the young person. Then we shall have fashioned "a system that provides for its own continuous renewal."
>
> This suggests a standard for judging the effectiveness of all education--and so judged, much education today is monumentally ineffective. All too often we are giving young people cut flowers when we

should be teaching them to grow their own plants. We are stuffing their heads with the products of earlier innovation rather than teaching them how to innovate. We think of the mind as a storehouse to be filled rather than as an instrument to be used.

2. *The self-renewing man is highly motivated and respects the sources of his own energy and motivation.* He knows how important it is to believe in what he is doing. He knows how important it is to pursue the things about which he has deep conviction. Enthusiasm for the task to be accomplished lifts him out of the ruts of habit and customary procedure. Drive and conviction give him the courage to risk failure. (One of the reasons mature people stop learning is that they become less and less willing to risk failure.) And not only does he respond to challenge, but he also sees challenge where others fail to see it.

But the society does not always find these attributes easy to live with. Drive and conviction can be nuisances. The enthusiast annoys people by pushing ideas a little too hard. He makes mistakes because he is too eager. He lacks the cool, detached urbanity that some people consider essential to the ideal organization man. But the ever-renewing society sees high motivation as a precious asset and allows wide latitude to the enthusiast. It does more than that--much more. It puts a strong emphasis on standards, on excellence, on high performance. It fosters a climate in which dedication, enthusiasm, and drive are not only welcomed but expected. It does not accept the "sophisticated" view that zeal is somehow worthy of cultivated people.

3. *For the self-renewing man the development of his own potentialities and the process of self-discovery never end.* It is a sad but unarguable fact that most human beings go through life only partially aware of the full range of their abilities. In our own society we could do much more than we now do to encourage self-development. We could, for example, drop the increasingly silly fiction that education is for youngsters, and devise many more arrangements for lifelong learning. An even more important task is to remove the obstacles to individual fulfillment. This means doing away with the gross inequalities of opportunity imposed on some of our citizens by race prejudice and economic hardship. It means a continuous and effective operation of "talent salvage" to assist young people to achieve the promise that is in them.

But the development of one's talent is only part, perhaps the easiest part, of self-development. Another part is self-knowledge. The maxim "Know thyself"--so ancient, so deceptively simple, so difficult to follow--has gained in richness of meaning as we learn more about man's nature. Modern research in psychology and psychiatry has shown the extent to which mental health is bound up in a reasonably objective view of the self, in accessibility of the self to consciousness, and in acceptance of the self. And we have learned how crucial is the young person's search for identity.

As Josh Billings said, "It is not only the most difficult thing to know one's self but the most convenient." It is a lifelong process, and formal education is only a part of the process--but an important

part. Some people today seem to imagine that the chief function of
education is to provide the student with a bag of tricks. The chief
complaint of such people is that the schools are not teaching the
tricks well enough--or are teaching mossy nineteenth-century tricks
when they should be teaching slick twentieth-century tricks. As a
beacon to guide one away from such shallows, consider the comment of
Learned Hand in his discussion of liberty: "By enlightenment men
gain insight into their own being, and that is what frees them."

That brings us again to the recognition that the ever-renewing
society will be a free society. It will understand that the only
stability possible today is stability in motion. It will foster a
climate in which the seedlings of new ideas can survive and the dead-
wood of obsolete ideas be hacked out. Above all, it will recognize
that its capacity for renewal depends on the individuals who make it
up. It will foster innovative, versatile, and self-renewing men and
women and give them room to breathe. Having room to breathe, they
will contribute, as only they can, to the continued vitality of the
society.

OVERALL EVALUATION

REGIONAL INTERSTATE PLANNING PROJECT SEMINAR

ADMINISTRATIVE RENEWAL

Incline Village, Nevada

November 12-14, 1975

What State do you represent? _____

Professional Position (check one):

' 10 Local District Staff Member

29 State Education Agency Staff Member

1 School Board Member

1 University Staff Member

3 Other, please designate

(1 State Board Member, 1 Intermediate Unit Director, 1 No Respons

Total 44 -----------------------------------o0o-----------------------------------

Please make two ratings for each of the program topics listed. First rate
the extent to which the presentation of the topic increased your knowledge.
Second, note the usefulness of the topic to you.

Topic	Extent to which your knowledge has increased due to the Conference					Usefulness of this topic to you in your position		
	Wow Blew My Mind	Right On	Interesting	Better then Expected	Eh, So What	Very Useful	Moderately Useful	Not Useful
1. Objective 1 Acquaint part- icipants with background of administrative renewal	1	30	10	3	0	31	13	0
2. Objective 1 The rationale for administra- tive renewal	2	32	7	3	0	31	13	0
3. Objective 2 Acquaint part- icipants with selected qual- ity efforts currently in practice	5	24	8	6	1	27	16	1

-1-

Topic	Extent to which your knowledge has increased due to the Conference					Usefulness of this topic to you in your position		
	Wow Blew My Mind	Right On	Interesting	Better than Expected	Eh, So What	Very Useful	Moderately Useful	Not Useful
4. News from the Potomac	1	11	22	5	4	13	23	4
5. Duane Mattheis Assoc. Commissioner USOE	2	12	20	5	3	12	25	4
6. Objective 3 Identify important concepts associated with administrative renewal	4	33	6	1	0	34	10	0
7. Talent bank and talent exchange	1	13	19	7	4	16	20	6
8. Wednesday's attitude renewal hour	11	17	5	2	1	22	13	0
9. Objective 4 Involve participants in the determination of how SEA Staff can organize and develop administrative renewal program	0	21	13	2	0	19	15	2
10. Dr. Al White USOE Public Law 93-380	1	13	20	3	6	10	27	6
11. Objective 5 How can SEA's provide leadership to LEA's in organization and development of administrative renewal programs	0	19	16	5	0	15	20	3
12. Another viewpoint - Dr. Brigham	22	15	4	2	0	40	3	1

-2-

13. Overall, in comparison with other educational conferences you have attended, how would you rate this one?

5 - Top 10%   21   2 - Lower 50%   0
4 - Top 20%   17   1 - Lower 20%   0
3 - Top 50%   6   0 - Ecch   0

14. In your estimation, what was the most significant and useful aspect of the Conference?

_____See attached._____

_____

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15. What aspects of the Conference were least helpful to you?

_____See attached._____

_____

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16. What would you suggest to improve the format of this Conference and others like it?

_____See attached._____

_____

_____

_____

17. What topics would you like to see considered in future R.I.P.P. Conferences?

_____See attached._____

_____

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14. <u>In your estimation, what was the most significant and useful aspect of the Conference?</u>

Decision Making for Effective Administration, Connor and Schaefer.
The ideas that came from Dr. Brigham.
Decision Making for Effective Administration, especially Pat Connor.
New ideas well presented.
The objectives of Administrative Renewal, and the methods of Administrative Renewal.
Schaefer and Connor's presentation.
Excellent presentations of management concepts that we can use. Brigham, Thomas, Connor; Connor and Schaefer were especially provocative.
The part with Brainard; Thomas and Neel; Deal was excellent; Pat Connor and Schaefer--very good.
Several basic components or considerations in Administrative Renewal were gotten at from different perspectives.
Thomas of Utah; Brigham of Nevada; Schaefer of Pacific Elec.; and Connor of D. C.
Highlighting the value of individuals to an organization and in decision making.
Dr. Brigham's comments; Idaho Superintendent presentation generally excellent; Dr. Connor.
Concrete ideas to implement.
Connor's presentation; Dr. Brigham's panel of school superintendents.
Acquaintance with USOE involvement and attitude. Optimistic.
The information presented by the various states.
Motivation and processes for improving management practices back home.
Resources for securing additional information. Simulation games (small groups).
Wednesday afternoon Brainard, Thomas, Neel, Richards, Truby. Thomas was especially stimulating.
Hearing from people who are carrying on Renewal programs. Inspiration to try to do. Proof that it can be done.
John Schaefer was tops.
Awareness of the Administrative Renewal concept.
Thoroughness of coverage; diversity of presentors.
Another Viewpoint--Dr. Brigham.
All were useful.
Sharing information--Dr. Brainard, Donald Thomas, and Thomas Neel.
Schaefer.
Talent Bank.
New information; new approaches.
John Schaefer--and superintendents from Tucson and Salt Lake. Had theoretically sound approach and superintendents had practical approach.
New views and basic principles for Administrative Renewal.
Key presentations--John Schaefer, Brigham, Salt Lake City Superintendents.
Information, techniques, and delivery approaches of Neel, Salt Lake Superintendents, and Pat Connor.
Good information, interesting presentors, extra bull session topics especially useful.
The various ideas and processes regarding administrative renewal.
Some new concepts and mixes by each of the presentors.
Don Thomas's presentation. Tom Neel.
Dr. Brigham--another viewpoint; participation with Connor and Schaefer.
Down to earth; followed topic; had something to offer.
Practically organized; good rate; practical agenda; didn't feel rushed; all speakers good; workshop by Connors and Schaefer was very instructive and a joy to attend.
Dr. John Schaefer.   56

Individual understanding of need for renewal; process involved in manage-
ment renewal; diversity and understanding of renewal; ability to meet
new people and have new approaches.

The intertie of subject matter in the presentations and what is going on in
the field of Administrative Renewal.

The tremendous presentations that motivated us to go home and do something
to renew ourselves and our agency.

15. <u>What aspects of the Conference were least helpful to you?</u>

Public Law 93-380.
Parts of workshop activities.
Information regarding federal funding.
Information on federal programs (I'm in personnel).
News from Potomac--By and large, the first hour was inappropriate for our
objectives.
Perhaps the news from Washington--this is good; however, is always an add
on, therefore, does not get into enough detail.
Some aspects of Thursday's were rather elementary.
Reports from the Potomac.
Thursday morning--group already knew most of what Connors and Schaefer pre-
sented. Too theory-oriented.
Talent Bank and Exchange.
Input from federal officials.
Exchange.
All helpful.
Talent Bank and Talent Exchange 3:45 to 4:30 PM session.
Al White--No problems, but I believe SDE would find it more useful than
LEA's.
Theoretical aspects of self-renewal. (Colorado SDE)
Problem-solving games too artificial; should be more practical; more educa-
tion related.
I have gained some information on how I can implement a renewal program.
Background and history of renewal--probably because I had had quite a bit of
this.

16. <u>What would you suggest to improve the format of this Conference and others
like it?</u>

More discussions or debate-type discussions between two speakers in allied
fields.
More individual participation when using problems-they need to be areas of
concern presented in Conference.
More participation.
No suggestions on this one.
Well done--no suggestions.
Do not have a "wrap-up" on Friday morning; you lose people.
Excellent format.
The format was excellent. The balance of presentations was superior. The
quality of participants couldn't be better.
Good.
Keep increasing the participation. Good interaction even on non-agenda
items.
Coffee in a.m.--when we get here.
Continue concrete sharing of successful programs and ideas.
Set the levels for insertion into MBO's and renewal. Should have a distinc-
tion between beginners and practitioners.
Getting better each time.
Good balance! Well done!

No suggestion on format, but--have lighter lunches. Save the heavy meals
for dinner in the evening. Lunch made me drowsy.
Good--hold on. /
No suggestions for improvement.
Save time free in morning or afternoon to see the local points of interest.
Okay.
Speakers and audience interaction has been good.
This conference was fine. The planner did an excellent job. Continue right
on.
Get rooms that don't have us "break up" all the time. Generally, this one
was quite good.
Don't know if it could be improved significantly. Well done.
NEVER, NEVER repeat a length of time session like Thursday's. Too long.
Involve more people from education field; more actual, practical experience
from things in practice.
An opportunity for small group discussion on programs that districts or
States are doing. This could be a part of a morning or afternoon.
Keep up the good work. Try to have a larger room. Tables and chairs were
crowded.
This one was outstanding. Length and organization was excellent. Choice
of presentors was outstanding.
More practicable, on-the-line speakers that know what it is really like.
Ones who have proven performance.
I would limit such conferences to two full days.
Right on!
Too busy on the first day.
Have some evening sessions to experiment with concepts. T.E. a simulated
collegial team.

17. <u>What topics would you like to see considered in future R.I.P.P. Conferences?</u>

Vocational education future Board relationships.
Role of Board members; relationship with Legislature; and relationships
with community groups.
Continuation of the topic covered in this conference, plus some information
in program areas.
Method of developing leadership training on the building level--LEA.
More exposure to working models or programs.
(1) Self-Renewal--"What we do for people that helps them become self-
actualizers?" (2) Staff Development--Three perspectives--a panel, a
teacher, principal, and actual office staff member. (3) Selection of
people with potential--Gaining commitment within the organization; the
process of selecting self-renewing people.
Alternatives in Education.
(1) Organizing the State education department for effective leadership.
(2) Effecting change through working with State legislators. How to do it?
IND Management--from outside education establishment; more on appraisal.
New techniques for improving climate area negotiations.
Improved practices for engaging the public in education decision making.
(1) More on administrative renewal. (2) Statewide education assessment.
(3) Discussion of techniques for more effective involvement of the public
in educational decision making. (4) More on improved management practices.
Explore more in depth the idea model of administrative renewal, Ed Brainard,
CDE (Clear examples of "how to" in the SEA).
Role of intermediate education units as it relates to SEA and LEA operations.
Excellent Conference--I felt like I accomplished something while away from
my work at the office.
Doing a fine job--my first conference.
Addition techniques to implement administrative renewal.

"Administrative Renewal"--"Relations Between SDE and LEA" planning and
implementing some of these points.

More specific plans for administrative renewal that have been developed
such as those being developed by Florida, Georgia, Ohio, New Hampshire,
Pennsylvania, California. Some of these may be more related to staff
development or in-service programs.

How to use committees--dynamics, size, etc., etc.

Administrative renewal for local school administrators--especially principi-
pals. I would like to see more work on human relations skills. Hc.
about a conference on "motivation," KITA?

What are some of the don'ts that people have learned from experience about
developing administrative renewal programs?

Curriculum-Instruction--current trends. Energy--Conservation. Evaluation
strategies, techniques, follow-up solutions; How does accreditation fit
in?

Administrative renewal with more depth in such things as personnel appraisal--
merit payment, etc. This is a difficult area for most educators.

Continue administrative renewal. How to deal with negotiations (collective.
bargaining, public relations, improvement of what's new in education.

Excellent conference.

Improvement of secondary educational programs and procedures.

Futuristic Education. Administrative Renewal.

Administrative Renewal for local LEA's. Early childhood education.

Techniques for public involvement. Further help on improved management
practices.

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As Josh Billings said, "It is not only the most difficult thing to know one's self but the most inconvenient." It is a lifelong process, and formal education is only a part of the process--but an important

52

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Topic	Extent to which your knowledge has increased due to the Conference					Usefulness of this topic to you in your position		
	Wow Blew My Mind	Right On	Interesting	Better then Expected	Uh, So What	Very Useful	Moderately Useful	Not Useful
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2. Objective 1 The rationale for administrative renewal	2	32	7	3	0	31	13	0
3. Objective 2 Acquaint participants with selected quality efforts currently in practice	5	24	8	6 -1-	1	27	16	1

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how MA Staff can organize and develop administrative renewal program								
10. Dr. Al White U?? Public Law 9A-480	1	13	20	3	6	10	27	6
11. Objective 5 How can MA's provide leadership to LEA's in organization and development of administrative renewal programs	0	19	16	5	0	15	20	3
12. Another viewpoint Dr. Brigham	22	16	4	2	0	40	3	1

-2-

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