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THE EFFECT OF THE IMPLEMENTATION OF COMPREHENSIVE

PLANNING AND MANAGEMENT BY OBJECTIVES ON THE

BUREAUCRATIZATION OF A SCHOOL ORGANIZATION

by

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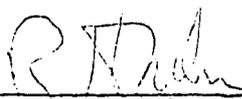
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APPROVAL PAGE

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COBLE, LARRY DALE. The Effect of the Implementation of Comprehensive Planning and Management by Objectives on the Bureaucratization of a School Organization. (1978) Directed by: Dr. Roland H. Nelson. Pp. 248.

This study investigated the relationship of the implementation of comprehensive planning and management by objectives to the bureaucratization of a school organization. It was hypothesized that there would be an increase in bureaucratization within a school system as comprehensive planning and management by objectives were implemented.

The data were collected by reviewing official school documents for the 1972-1977 school years. The documents included the minutes of the Board of Education meetings, organizational charts and job descriptions, memoranda, written policies and procedures, planning session information, agenda of principals' and central staff meetings, minutes of principals' and central staff meetings, handbooks, and evaluation documents.

The dimensions of bureaucracy considered in the data analyses included the presence of a hierarchy of authority, a division of labor, the presence of rules, procedural specifications, specifications for uniformity of treatment, assumption of technical competence, the presence of procedures for defining quantifiable goals, and quantitative evaluation of performance. The results of the data analyses indicated that, with the implementation of comprehensive planning and management by objectives,

there was an increase in the presence of each of these dimensions.

Suggestions for future research included the replication of this study, using other school systems which have implemented comprehensive planning and management by objectives. It was also recommended that a longitudinal study be conducted in the school system in order to determine the long-term effects of bureaucracy. Another recommendation included the possible analysis of the different managerial styles of the two administrations studied.

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CHAPTER I

INTRODUCTION

The purpose of this study was to identify what authorities say are characteristics of bureaucracies and to use those characteristics to assess whether or not a school organization manifests increased bureaucratization with the implementation of comprehensive planning and management by objectives. A basis for the study was determined by a review of the literature on characteristics of bureaucracies, including educational bureaucracies, and of the literature describing the implementation of comprehensive planning and management by objectives in school systems.

Review of the literature on bureaucracies and review of comprehensive planning and management by objectives techniques indicated some common elements. From this review it was hypothesized that there would be an increase in bureaucratization within a school system as comprehensive planning and management by objectives were implemented.

General Problem Area

Review of the available literature, both published and unpublished, revealed an exhaustive list of characteristics of bureaucracies (See Appendix A). Researchers utilizing the characteristics listed by Max Weber in his

bureaucratic model have conducted various studies in an
attempt to ascertain the bureaucratic characteristics of
organizations. Some of these studies were conducted in
educational organizations and attempted to determine such
things as bureaucracy level and self-perceived professionalism
(Hall, 1968), bureaucracy level and student alienation
(Anderson, 1972), organizational structure and teacher behavior
(Miklos, 1969), bureaucracy level and teacher-work-motivation
attitudes (Miskel, 1973), bureaucratic character of adult-
education organizations and innovativeness in program develop-
ment (Ringer, 1969), and school-system bureaucratization
and teachers' sense of power (Meyers, 1972). Although research
in the area of educational bureaucracies has not been neglected,
it is an area meriting additional research.

Comprehensive planning and management by objectives
have become increasingly common in educational bureaucracies.
Furthermore, authorities (McGrew, 1976; Snider, 1976), have
suggested that the recent introduction of business management
techniques into education is designed to provide more account-
ability for the public schools. This accountability effort
and the accompanying management-by-objectives emphasis have
been supported by federally funded projects (ESEA - Title IV,
Strengthening State Departments of Education). State depart-
ments have then employed various management associations
to help local school districts implement management by
objectives.

State departments often approach the improvement of
the educational process through comprehensive planning. By
reviewing the Handbook for Planning in Local School Systems
(North Carolina Department of Public Instruction, 1976), one
can infer that management by objectives and comprehensive
planning are similar in nature and that management by objectives
can be a subset of comprehensive planning. Management by
objectives by definition involves identifying goals, defining
individual areas of responsibility and assessing the contri-
butions of the organization's members to those goals (Odiorne,
1965), while comprehensive planning involves a series of
similar operations. These include situation analysis, a
mission statement, continuing objectives, assessment of
continuing objectives, specific instructional objectives,
priorities, strategies, budget, and evaluation (North Carolina
Department of Public Instruction, 1976).

During the implementation of management by objectives
there have been criticisms of its use and place in public
education. One criticism is that management by objectives
is an attempt to measure educational productivity by the
employment of an instrument designed for business and industry
and that this is inappropriate and dehumanizing. This criticism
is reinforced when schools and businesses are viewed in terms
of their "vastly different purposes, products, and clientele"
(Snider, 1976, p.44).

There are those (Bell, 1974; McGrew, 1976), however, who feel that teacher and administrative accountability to the general public is long overdue. Furthermore, they believe that the adoption of comprehensive planning and management by objectives is a logical and fair means of correcting the past absence of public involvement in the education system. Bell and McGrew have suggested that if properly utilized, management by objectives as a management approach can be very humanistic.

According to Bell and Knezevich (1973), public-school administrators and school boards implement a management by objectives approach in an attempt to effect positive changes in the instructional program, in school-community relations, and in the overall welfare of the school system. With the lack of research in the area of educational bureaucracies, it seems appropriate to investigate the effect of comprehensive planning and management by objectives on the bureaucratization of a school organization.

Merton (1957), Selznick (1949), and Gouldner (1954), have discussed the extent to which bureaucratic characteristics are present within an organization and how these characteristics affect the degree of bureaucratization within the organization. This concept of bureaucracy is usually viewed negatively, associated with red tape and inefficiency, while comprehensive planning and management by objectives are also viewed by many as an inappropriate management approach

for school systems. The relationship between the concepts of bureaucracy and comprehensive planning and management by objectives becomes important when the implementation of comprehensive planning and management by objectives affects the degree of bureaucratization within the school organization.

Statement of the Problem

This study was designed to investigate the relationship of comprehensive planning and management by objectives to the increase or decrease of bureaucratization within a school system.

Significance of the Study

A recent study of organizations (Kast & Rosenzweig, 1974), suggested certain fundamental elements present in organizations. For example, man's behavior in organizations is goal-directed, therefore organizational behavior is directed toward objectives more or less understood by the members of the group. Also, Kast and Rosenzweig stated that "organization" implies people working or cooperating together for the purpose of integrating activities in interdependent relationships. It can be said that organizations are: "goal oriented, people with a purpose; psychosocial systems, people working in groups; technological systems, people using knowledge and techniques; and an integration of structured

activities, people working together" (Kast & Rosenzweig, 1974, p.6).

Management within organizations is usually viewed as involving the "coordination of human and material resources toward objective accomplishment" (Kast & Rosenzweig, 1974, p.6). It involves four basic elements: toward objectives, through people, via techniques, and in an organization. Typical interpretations suggest that planning, organizing, and controlling are management functions, while other definitions include decision-making, establishing objectives, planning programs to establish objectives, dividing work and establishing structural relationships, and controlling activities.

Within this organizational and management framework it is significant to note that this study is unlike previous studies. Review of the literature indicated that most studies dealing with the bureaucratic characteristics of an organization grouped the bureaucracy level with another variable such as student alienation, student aspiration levels, the willingness of adult-education organizations to accept innovation in program development, teachers' sense of power, and the extent that bureaucracy could foster or hinder professionalism. This study was designed to determine whether or not the introduction of the external factors of comprehensive planning and management by objectives would affect the degree of bureaucracy within the school system.

It was further designed to develop a technique for determining the presence of bureaucratic characteristics in school systems.

Another significant aspect to note is that the design of this study was to produce a comprehensive listing and explanation of the characteristics of bureaucracies. Included in the characteristics will be those developed by Max Weber (1920), in his original bureaucratic model: rational legal authority, specific delineation of power, fixed salary, hierarchy of authority, fitness for office determined by technical competence, and the presence of rules and regulations governing the organization; those dimensions utilized by Hall (1968) in his research: hierarchy of authority, division of labor, presence of rules, procedural specifications, impersonality, and technical competence; and the findings of numerous additional authorities. These characteristics should prove helpful to other students of organizational development.

This study is also significant because it contributes to past research on how bureaucracy affects an organization. Management by objectives has come to the forefront in educational circles. This study is designed to determine whether the introduction of comprehensive planning and management by objectives leads to an increase in bureaucratic characteristics within a school organization.

Assumptions and Limitations

This study was based on four assumptions. The first
assumption was that a review of the literature would provide
a list of characteristics of bureaucracies and that the
extent to which they existed in an organization would
indicate degrees of bureaucratic change over time.

A second assumption was that review of official school
documents over a five-year period would reflect evidence of
the presence of bureaucratic characteristics and the review
of these documents would be a reliable method for determining
the presence of these characteristics. It was also assumed
that an increase in the presence of the characteristics
described by authorities in the literature would indicate
increased bureaucratization within the school organization.

A final assumption was that the introduction of an
external factor, such as comprehensive planning and manage-
ment by objectives, would affect the degree of bureaucratiza-
tion within an organization. This was based on the supposition
that bureaucratization exists to some extent in all organiza-
tions.

The most significant limitation of this study was the
attempt to analyze the characteristics of bureaucracy as a
multidimensional concept rather than a unitary concept. For
example, in analyzing the memoranda from the Associate
Superintendent for Personnel in 1975-1976 and 1976-1977,
it was difficult to distinguish the presence of a hierarchy

of authority, a division of labor, and procedural specifica-
tions. Also, the content of the memoranda from the Super-
intendent to teachers and Teacher Advisory Council members
made it difficult to distinguish between rules and procedural
specifications. However, for the purpose of this study,
each characteristic present in the official school documents
was assigned to only one of the following categories:
hierarchy of authority, division of labor, the presence of
rules, procedural specifications, specifications for uniformity
of treatment, assumed technical competence, procedures for
defining quantifiable goals, and quantitative evaluation of
performance.

Definition of Terms

For the purpose of this study, several concepts assumed
specific meanings:

1. Comprehensive Planning -- "the rational determination
of where the education system is, where it wants to go,
and how it will get there; it is the process through which
objectives are established and resources are allocated to
optimize the attainment of these objectives on a predetermined
schedule" (Division of Planning, North Carolina Department
of Public Instruction, 1976).

2. Management by Objectives (MBO) -- "a process whereby
the superior and subordinate jointly identify goals, define
individual major areas of responsibility in terms of results
expected of him, and use these measures as guides for

operating the unit and assessing the contributions of each
of its members" (Odiorne, 1965, p.55).

3. Bureaucracy -- "connotes neither good nor bad in
terms of performance but rather refers to certain characteristics
of organizational design" (Kast & Rosenzweig, 1974, p.62).

4. Goal Definition -- "the process of defining goals
of the bureaucracy is by legislative act or an executive
order through which initial goals are defined and redefined
in the subsequent operation of the bureaucracy" (Thurber &
Graham, 1973, p.232).

5. Evaluation -- evaluation based on "quantitative
measures of performance" (Robson, 1964, p.17).

The following terms are the six dimensions of bureaucracy
as measured by Hall (1968); their definitions are taken
from his research:

1. Hierarchy of Authority -- the extent to which the
locus of decision-making is pre-structured by the organization.

2. Division of Labor -- the extent to which work tasks
are subdivided by functional specialization decided by the
organization.

3. Presence of Rules -- the degree to which the behavior
of the organizational members is subject to organizational
control.

4. Procedural Specifications -- the extent to which
organizational members must follow organizationally defined
techniques in dealing with situations which they encounter.

5.   Impersonality -- the extent to which both organizational members and outsiders are treated without regard to individual qualities.

6.   Technical Competence -- the extent to which organizationally defined "universalistic" standards are utilized in the personnel selection and advancement process.

CHAPTER II

REVIEW OF THE LITERATURE

Review of the literature will be discussed in two
sections. Section one presents an overview of the available
literature on the characteristics of bureaucracies. The
literature which examines the characteristics of bureaucracies
recognizes the Weberian model as a "point of departure."
This section describes Weber's model and the origin of the
concept of bureaucracy. A discussion on how the characteristics
of Weber's model have been modified and utilized in research
to gather data pertaining to the degree of bureaucracy
within organizations, especially school organizations, will
be included.

The Weberian model, although considered to be the most
effective way of operating organizations at the time of its
design, has come under criticism in terms of its dysfunctional
consequences to organizational effectiveness. A portion of
this section will focus on the dysfunctional consequences of
the bureaucratic form in organizational design.

The latter part of section one will focus on the literature
regarding specific characteristics of bureaucracies. Many
of the characteristics discussed will resemble or duplicate
those described in Weber's model while others discovered
in the literature were not included in the original model.

For convenience of discussion, the characteristics will be discussed on the basis of the following categories: bureaucratic goals and expectations; recruitment, evaluation, and promotion of bureaucrats; bureaucratic conflict; bureaucracies and the public; communication and decision-making; specialization, division of labor, and technology; and the presence of a hierarchy including control and rules.

The second section of this chapter discusses early management thought as it relates to the evolution of management by objectives. An in-depth discussion of the characteristics and practice of management by objectives will be included. The chapter will conclude with a discussion of comprehensive planning and management by objectives and how they relate to state accreditation in North Carolina.

The Weberian Model

The term bureaucracy, originally developed by Max Weber and his followers, referred to structural characteristics and norms present in every complex organization. Weber viewed bureaucracy as the most efficient form of classical organization development. His discussions of the bureaucratic mechanisms evolved naturally from the broader considerations of historical and social factors which led to the development of the complex organizations.

Basic to Weber's concept of bureaucracy was the view of rational-legal authority defined to mean right to exercise

authority based on position. Weber concluded that "in the case of legal authority, obedience is owed to the legally established impersonal order" (Henderson and Parsons, 1964, p.328). Legal authority extends to the persons "exercising the authority of office under it only by virtue of the formal legality of their commands and only within the scope of the authority of the office" (Henderson and Parsons, 1964, p.328).

When rational-legal authority, based upon position within the organization, evolves into an organized administrative staff, it takes on the form of bureaucratic structure. In this structure, each member of the administrative staff occupies a position with specific delineation of power, compensation is in the form of fixed salary, positions are organized in a hierarchy of authority, fitness for office is determined by technical competence, and the organization is governed by rules and regulations (Kast and Rosenzweig, 1974).

Weber, then, viewed the bureaucratic model as emerging from environmental needs and as "the most effective means for the administration of large complex organizations in an industrial society" (Eisenstadt, 1959, p.302).

Researchers utilizing Weber's bureaucratic model have conducted various studies pairing characteristics of bureaucracy with other variables, such as characteristics of self-perceived professionalism (Hall, 1968). Other studies have included the relationship of bureaucratization and student alienation (Anderson, 1972), organizational structure and

teacher behavior (Miklos, 1969), bureaucracy level and teacher-work-motivation attitudes (Miskel, 1973), bureaucratic character of adult-education organizations and innovativeness in program development (Ringer, 1969), and school-system bureaucratization and teachers' sense of power (Meyers, 1972).

Hall (1968), in his study to determine the relationship between characteristics of self-perceived professionalism and a self-report of bureaucratic features of one's worksite, developed two existing scales. A Likert format, with a total of 62 items, was the final product. The bureaucratic scale was validated in a study of 12 professions and occupations in 27 worksites. The specific characteristics set forth by Hall will be discussed later in this chapter.

In order to investigate empirically the relationship between the bureaucratic structure of secondary schools and student alienation, research was conducted by Anderson (1972). The instruments, developed expressly for the study, consisted of Likert items with five possible responses ranging from strongly agree to strongly disagree. First, items purporting to measure either bureaucratization or alientation were collected from existing scales reported in research articles. New items were added which were compatible with the definitions of bureaucratic structure and alienation. Items which showed poor face value were removed. Construct validity (Kerlinger, 1966) and predictive validity of the remaining items were determined.

Miklos looked at the impact of organizational structure (the hierarchical exercise of authority in a school system) on the behavior of the members of the organization (the teachers). The problem Miklos and other researchers have encountered is whether bureaucracy should be treated as a unitary concept or whether the various characteristics should be investigated separately because of the absence of strong relationships among them.

Another view is that of Miskel (1973), who investigated two models of organizational and individual interaction to discover which model better described the relationship between the degree of bureaucracy in school organizations and the work motivation of teachers. Implicit in Miskel's research was the work of Argyris (1973), who posited that bureaucracy has a negative relationship to employee-work motivation and Getzels and Guba (1975), who suggested that organizational expectations and individual needs are separate factors that interact within a social system.

Miskel gathered employee-motivation data from a sample of 297 teachers in nine school districts using a modified Work Components Study. Central office staff and school district records were used to gather data for calculating the degree of bureaucracy in each district. Analysis of the data revealed that the findings did not support Argyris, but tended to support Getzels and Guba. There was no significant relationship between the degree of school-district bureaucracy

and teachers' scores on intrinsic motivational factors, risk-propensity factor, and extrinsic motivational factors. According to Miskel, however, it is important to mention that the higher one is in the hierarchy, the fewer controls one encounters. It appears that these individuals feel freer, happier, and are intrinsically motivated.

The relationship between the bureaucratic character of an adult-education organization and its willingness to accept innovation in program development was investigated by Ringer (1969). The instrument used in the research was distributed to 45 Cooperative Extension Service organizations to obtain a profile of each in terms of five characteristics of bureaucracy: hierarchy of authority, division of labor, rules and procedure, rewards, and impersonality. Budget and personnel were combined as resources, and rules with rewards. It was hypothesized that there would be no significant difference between the mean scores for each of the five scales determined as measures of bureaucracy. Analysis of the data indicated that collectively the variables were significantly related to program innovations. Individually analyzed, only resources, rules, and rewards were so related.

Research in the area of school-system bureaucratization and teachers' sense of power was conducted by Meyers (1972). Data concerning the relationship of organizational structure of the school system and the teachers as organizational participants were gathered during the 1969-1970 school year.

The target population included 30 kindergarten-through-grade-12 school districts in Illinois. The data were obtained through personal interviews and questionnaires.

The results of the research indicated that teachers believe that they are able to influence the course of events in the school system on the basis of the following variables: the level of academic training of teachers and superintendents, teachers' personal characteristics such as age, prior tenure of the superintendent of the district, teachers' responses to the position of authority, and the specialization of functions throughout the system. Meyers concluded that all the variables except the level of academic training were negatively related to teachers' sense of power. According to Meyers, this might indicate that bureaucracy must be viewed as a unitary rather than a multidimensional concept.

Hall has suggested that bureaucracy exists along a continuum rather than being present or absent in an absolute sense. It has been argued by Hall and is now generally accepted that bureaucracy can be conceptualized in six dimensions. He suggests that the degree of bureaucratization can be determined by measuring the following dimensions:

> a division of labor based upon functional specializa-
> tion, a well-defined hierarchy of authority, a
> system of rules covering the rights and duties of
> positional incumbents, a system of procedures for
> dealing with work situations, impersonality of

interpersonal relationships, and promotion and
selection of employment based upon technical
competence. (Hall, 1963, p.33).

All of these dimensions would exist to a high degree in

the "ideal" type of bureaucracy, making the organization

highly bureaucratic. In an organization which is less

bureaucratic, they would be present to a smaller degree.

Studies of large-scale, complex organizations, when viewed

in terms of bureaucratization, suggest that these dimensions

are always present in varying degrees.

Dysfunctional Consequences

In researching Weber's ideal model, students of bureau-

cracy have analyzed the model to determine both its functional

and dysfunctional consequences. In critical evaluation of

the bureaucratic form, Merton (1957), Selznick (1949), and

Gouldner (1954) have suggested that while the model described

an ideal type in terms of formal relationships, it does not

consider consequences dysfunctional to organizational

effectiveness. Their research indicates that the bureaucratic

organization is influenced by behavioral factors not considered

by Weber.

Merton's studies show that one consequence of bureaucratic

structuring on the behavior of organizational participants

is "disruption in goal achievement" (Merton, 1957, p.175).

He suggested that rigid adherence to rules and regulations

is characteristic of the bureaucratic form and avenges

goal displacement. Goal displacement results from the necessity for the organization to differentiate activities and from the process of downward delegation of authority and responsibility. A set of procedures or means is established by the organization in order to accomplish its goals. In following these procedures, the organizational members tend to regard them as ends in themselves rather than means toward the achievement of organizational goals. The result is that the actual activities of the organization center around the proper functioning of organization procedures rather than upon the achievement of initial goals.

Selznick (1949) suggests modifications in Weber's bureaucratic model. He emphasized the delegation of authority and organizational maintenance as an "adaptive cooperative" system.

Another view of Weber's bureaucratic model is that of Gouldner (1954), who engaged in empirical research to test the appropriateness of the bureaucratic dimensions. Gouldner is concerned with the consequences of bureaucratic rules on the maintenance of organizational structure and effectiveness. He believes that certain forms of autocratic leadership and control, which may have dysfunctional consequences for the organization, develop from the bureaucratic mechanisms.

Kast and Rosenzweig (1974) suggested that the modern view is to recognize the Weberian bureaucratic model as a "point of departure" but to recognize also the limitations

and dysfunctional consequences of the Weberian model. This view suggests that the bureaucratic form is the most appropriate for routine organizational activities where productivity is the major objective. However, this form is not appropriate, according to Kast and Rosenzweig, for the highly flexible organization where creativity and innovation are important. Litwak (1961) stated that:

> where organizations deal with non-uniform events, a model of bureaucracy may be more efficient which differs in degree from Weber's in at least six characteristics: horizontal patterns of authority, minimal specialization, mixture of decisions on policy and administration, little a priori limitation of duty and privileges to a given office, personal rather than impersonal relations, and a minimum of general rules. (Litwak, 1961, p.179.)

In a survey of the literature on characteristics of bureaucracies, it becomes evident that categories of bureaucratic characteristics resemble or duplicate those described in Weber's model while others discovered are not included in the "ideal" model. The literature, then, has suggested the following categories of bureaucratic characteristics: bureaucratic goals and expectations; recruitment, evaluation, and promotion of bureaucrats; bureaucratic conflict; bureaucracies and the public; communication and decision-making including budget decisions; specialization, division of labor and technology; the presence of a hierarchy, including control, rules, power, and authority.

Bureaucratic Goals and Expectations

Bennis (1966) and Dimock (1954) have discussed bureau-
cracies in relationship to goals and expectations. It can
be determined that bureaucracies are complex goal-seeking
units where goals are specific, well-defined, and deal with
a future state of affairs. Bureaucracies deal with "specific
goals" (Hampton et al, 1973, p.616).

The process of defining goals of the bureaucracy, as
proposed by Thurber and Graham (1973), is by legislative
act or an executive order through which initial goals are
defined and redefined in the subsequent operation of the
bureaucracy. In the process of defining goals, there appears
to be a strong attachment to subgoals. This conceptualization
has been included in Thompson's (1961) discussion of modern
organizations.

Recruitment, Evaluation, and Promotion

Recruitment and selection of bureaucratic personnel are
on the basis of nepotism, friendship, and political affiliation
coexisting with achievement standards (Wright, 1970). Emphasis
is on the degree to which entering bureaucrats have been trained.
Achievement standards include skills, knowledge, and technical
training and may be determined by examination. The technical
qualifications are sometimes verified by certifying diplomas
(Cohen, 1965). Walter (1963) proposed the function of
stratum position or family origin as sometimes being
characteristic of bureaucratic recruitment.

Organizations resist functions which may interfere with
career patterns by recruiting people who would not be eligible
for top spots or who, because of their senior rank and
technical training, fill top spots and foreclose the advance-
ment of others. Morale within the organization is maintained
by seeking a homogeneous group of career officials (Halperin,
1964).

Silberman (1964) discussed mobility within a bureau-
cracy. Mobility may be restricted or enhanced by the extent
to which a given bureaucracy condones sanctions or has
sanctions against recruitment from the entire population.

Evaluations of performance within bureaucracies are
conducted periodically. Evaluation is by clear measurement
of performance via standards that are objectively measurable,
but usually decrease as one mounts the hierarchy until they
become largely subjective. It appears, then, that organiza-
tions attempt to formulate quantitative measures of performance
(Robson, 1964) while taking into account one's position in
the hierarchy in relationship to the objectivity and subjectivity
of evaluation (Thompson, 1969). The better the performance
of an organization member, the higher he moves up the
hierarchy, the more vague and subjective are the standards
by which he is judged.

Bureaucracies employ a system of promotion usually based
on a combination of performance and seniority, including
education, leadership abilities, and technical competence.

Warwick (1975) stated that technically qualified personnel
are employed on a career basis with promotion based on
qualifications and performance. Berkley (1971), Cohen
(1965), and Hall (1963), suggested that promotion within
an organization is based on seniority and achievement.
Silberman (1964) indicated that advancement within organiza-
tions is on the basis of leadership abilities and amount of
education. Thurber and Graham (1973) found that education,
family or political connection, and "dogged perserverance"
proved to be criteria for bureaucratic advancement.

Bureaucratic Conflict

In a discussion of bureaucratic conflict, Thompson
(1969) states that conflict cannot be legitimate so the
organization does not need formal bargaining and negotiating
devices. According to Strauss (1961) and Halperin (1974),
conflicts between committees and disputes over roles and
missions are referred to senior officials or higher levels.

One area of bureaucratic conflict arises out of public
demands for higher quality of performance (Alford, 1969).
Public bureaucracies are expected to take on new or expanded
functions to do what is not being done well enough in the
private sector (Cleveland, 1972). Bureaucratic ideologies
are developed and bureaucracies begin to provide a rationale
for continued existence by "showing-off accomplishments,

presenting proof of efficiency, and giving evidence of the
need for services in the future" (Dimock, 1954, p.4).

More evidence of bureaucratic conflict was presented
by Warwick (1975), in his discussion of organizational
inefficiency. In a bureaucracy, there is evidence of duplica-
tion, procrastination, problems of coordination and stimula-
tion, complexity, and size. Frank (1968) found that there
may be an irresistable movement of paper, meetings, ceremonies,
crises, and trivialities. The findings of Taub (1969) and
Zaleznik (1970) tended to support the idea that all bureau-
cracies will want for more efficiency since bureaucrats
seemingly find it difficult to separate the vital from the
trivial.

Bureaucracies and the Public

Many authorities, among them Thurber and Graham (1973),
Rourke (1972), and Niskanen (1971), have discussed how bureau-
cracies supply public services in a system through which
aspirations of various segments of the community are incorporated
into public policy. This conceptualization stresses that the
principal activities of a bureaucracy are the achievement
of publicly defined goals. These goals may be selected on
the basis of input from a political community and defended
in terms of bureaucratic responsibility as an agent of that
community.

An interesting view of public involvement in bureaucracies
was discussed by Eisenstadt (1962). He concluded that bureau-
cracies must maintain certain rules and standards of service
to take into consideration the general interests of the popula-
tion and to withstand the pressures of those interested in
changing it. Indications are, also, that bureaucrats must
take care of some of the needs of the leading and most active
social strata. Kubota (1969) stressed the presence of
bureaucratic effort to create harmonious relationships with
the public.

Rourke (1972) suggested the importance of creating
centers of community support and Halperin (1974) described
the involvement of the highest ranking bureaucratic official
in this process. The official builds a wide consensus,
works at maintaining an appearance of consistency, and presents
policies for public consumption. The wide dispersion of
bureaucratic authority enables bureaucrats to develop
intimate ties with community groups who are immediately
affected by the public programs. This, in turn, makes the
bureaucrats more sensitive to the aspirations of these
constituencies.

Communication and Decision Making

The internal operation or management of organizations
is accomplished through the transmission of intraorganiza-
tional communications, decisions, and directions in the
form of written documents which may be preserved as permanent

records of the organization. According to Robson (1964), communication within organizations becomes increasingly difficult because of the complexity and technicality of what needs to be communicated.

Hower and Lorsch (1967) suggested that the contents of written communications are instructions and the results of decisions while Mackinnon (1973) found evidence of political activity among varied personalities, including exchange of opinions. Similar to this idea were the views of Berkley (1971), Sellin (1954), and Thompson (1975). These authorities believe that within organizations there is intense stratification, "red-tape," and a necessity to go through proper channels.

Administrative decision-making in heuristic organizations is within a rational and readily understood context of hierarchy, responsibility, and discipline. Thompson (1975) contended that decisions are made by the man at the top with a few trusted staff aides. According to Benviste (1970), super-ordinates tend to delegate only those decisions that appear to maintain the autonomy of subordinates. Subordinates may then act independently within their areas of responsibility. However, provisions for making difficult decisions are through a judicial, bureaucratic, hierarchical structure where persons are designated to make certain difficult and unpopular decisions by authority of their positions (Hampton et al, 1973).

Research by Strauss (1961) described how officials in charge of larger areas of organizational responsibilities are in a position of authority over those officials in charge of smaller areas. This implies that they have power to make decisions concerning the behavior of their subordinates in the expectation of being obeyed by them. Gouldner (1954) suggested that decisions which increase bureaucratization within an industrial plant are largely under the influence of a plant manager.

Additional views regarding bureaucratic decision-making were supplied by Berkley (1971), Thompson (1975), and Graham (1973). They emphasized decision-making as a practical approach. They believed decisions were pragmatically made based on a set of decisional rules governed by the classical theory of rational choice.

A high degree of centralized decision-making is characteristic of bureaucracies. Alford (1969) suggested that a number of specialized decision-making units within a single coordinated system is associated with the centralization of decision-making. The political dimension in centralized decision-making was described by Crozier (1964). His view was that the power of decision-making is located at the points of stability and that maintenance of the stability of the internal political system is preferred to the achievement of functional organizational goals.

Budget decisions have to do with the formalistic control of the management of public funds. Rourke (1972) described a tendency toward giving the chief executive officer of an organization more effective authority over finances. Career officials or upper-level bureaucrats examine any proposal for its effect upon the budget of the organization. This framework was reinforced by Wynia (1972), who stressed that budget decisions tend to conform to the relative-power positions of agency directors rather than to the weight of public demand. According to Von Miser (1969), money is usually allocated in small amounts and for short periods of time to management in strict accordance with the budget.

Specialization, Division of Labor, and Technology

The presence of a high degree of administrative specialization is found within bureaucracies. Research indicates that many organizations seem to factor activities into narrow, single-purpose, exclusive categories and to assign these to subunits composed of superiors and subordinates. Strong personal identification with a particular subunit usually emerges, and members tend to disregard what other units are doing. When work is completed in one unit, it is handed over and becomes another unit's responsibility. This facilitates "buck-passing" and requires the constant use of categorization and classification of problems on the basis of designated criteria (Gouldner, 1954).

Strauss (1961) referred to the large number of geographical subdivisions within an organization while Benviste (1970) discussed the presence of divisions and departments. Additional evidence of specialization and a division of labor was provided by Burns and Stalker (1961), in their reference to the breaking-down of functional tasks.

Bureaucracies reflect the growth of technical knowledge and the specialized expertise associated therewith. There is a network of technically trained professionals whose knowledge and skills influence the shape of official decision (Rourke, 1969). Role assignments, then, occur on the basis of technical qualifications determined through formalized impersonal decisions.

Hierarchy

Bureaucratic structures are hierarchically organized on the basis of firmly established patterns of superior-subordinate relationships. The hierarchy consists of specialized, salaried, and career-oriented administration (Cohen, 1965). There is a system of "boss-man" roles as lower and middle levels of the hierarchy tend to supervise the work of subordinate officials (Strauss, 1961). The hierarchy determines in an orderly fashion the relations of superiors and subordinates, and there is a prescribed pattern of activities for those who are members of the organization (Kharasch, 1973). It should

be noted here that Strauss (1961) stressed that top-ranking officials are concerned with the "grand strategy."

Jacoby (1973) has suggested that man in the organizational setting is hierarchically controlled and seems to depend on this control. This system of differentiated controls and sanctions may be stated in regulatory form. Evaluation of performance may resemble control since organizational heads exercise the ultimate judgment of performance, but not day-to-day supervision.

Closely related to bureaucratic control is the presence of organizational rules regarding methods and procedures designed to enable the organization to operate consistently. Cohen (1965) indicated that organizational operations are governed by a consistent system of abstract rules.

Rules may be formal or informal, but the more rules, the more circumscribed the individual organizational member. Gouldner (1954) suggested that bureaucratic rules enhance predictability of performance in an organization by constraining disruptive personal friendships or conflicts. The presence of formal rules, regulations, and standards governing the operations of the organization and the behavior of organizational members was discussed by Warwick (1975). He suggested that organizational structure is characterized by rules and that these rules are enforced by those who occupy official positions or offices within the organization.

Managers manage and administer on the basis of these rules and precedents. This rule-ridden procedure, according to Sellin (1937), interferes with managerial freedoms and individual initiative. Stogdill (1974) suggested that excessive concern with rules and formalities results in a tendency to lose touch with external commands and to become insensitive to internal problems.

Evolution of Management by Objectives

Review of the literature regarding modern organization theory and management practice indicates that there may be value in looking briefly at traditional management views and in tracing their development. Modern concepts and current-management practices evolved from earlier views and are influenced by these views. This section of the chapter will briefly discuss early-management thought as it relates to modern-organization theory and management practice. It will be followed by a discussion of the development and characteristics of management by objectives, and conclude with a discussion of management by objectives in education today.

Henri Fayol, a French industrialist, began in 1916 to identify certain management essentials that he said must be prevalent in every managed organization. Although not available in the United States in English translation until 1949, his writings defined administration in terms of

five primary elements: "planning, organization, command, coordination, and control" (Kast and Rosenzweig, 1974, p.58). According to Kast and Rosenzweig, these five elements of administration have become the foundation for considering the basic processes of management. Fayol believed that the "universality" of management functions could be defined in terms of the various processes managers perform and that these processes and principles were applicable to governmental, military, religious and business organizations. It is important to mention here the use of the term "management" as opposed to "administration." Knezevich (1973) suggests that "administration" is by far the more popular term in educational literature, and until recently, school executives viewed "management" as a "demeaning term that emphasized the mechanical aspects and failed to recognize the leadership dimensions of their positions" (Knezevich, 1973, p.1). However, he indicated that the term "management" is gaining rapid acceptance among educators and that the two terms, management and administration, are considered to be so nearly synonymous as to be used interchangeably by many writers.

Fayol suggested that the numbers of worthwhile administrative principles which could evolve from his early-management theory were limitless. His list of principles included:

    1. Division of Work. The principle of specialization of labor in order to concentrate activities for more efficiency.

2. Authority and Responsibility. Authority is the right to give orders and the power to exact obedience.

3. Discipline. Discipline is absolutely essential for the smooth running of business, and without discipline no enterprise could prosper.

4. Unity of Command. An employee should receive orders from one superior only.

5. Unity of Direction. One head and one plan for a group of activities having the same objectives.

6. Subordination of individual interests to general interests. The interest of one employee or a group should not prevail over that of the organization.

7. Remuneration of Personnel. Compensation should be fair and, as far as possible, afford satisfaction both to personnel and the firm.

8. Centralization. Centralization is essential to the organization and is the natural consequence of organizing.

9. Scalar Chain. The scalar chain of superiors ranging from the ultimate authority to the lowest rank.

10. Order. The organization should provide an orderly place for every individual. A place for everyone and everyone in his place.

11. Equity. Equity and a sense of justice pervade the organization.

12. Stability of Tenure of Personnel. Time is needed for the employee to adapt to his work and to perform it effectively.

13. Initiative. At all levels of the organizational ladder zeal and energy are augmented by initiative.

14. Esprit de corps. This principle emphasized the need for teamwork and the maintenance of interpersonal relationships. (Kast and Rosenzweig, 1974, p.59).

Following the work of Fayol, Gulick and Urwick in the 1920's and 1930's carried on the development of management principles from their industrial and government experiences. Their research popularized such principles as:

fitting people to the organization structure
recognizing one top executive as the source of authority
adhering to unity of command
using special and general staffs
departmentalizing by purpose, process, persons, and place
delegating and utilizing the exception principle
making responsibility commensurate with authority
considering appropriate spans of control
(Kast and Rosenzweig, 1974, p.60).

In the late 1920's and 1930's Mooney and Reilley, two General Motors executives, made significant contributions to the development of administrative management theory. They utilized their experiences as business executives and evaluators of governmental agencies to develop several major principles. According to Kast and Rosenzweig, the ideas of Mooney and Reilley were developed around four principles:

the coordinative principle, which provided for a unity of action in the pursuit of a common objective; the scalar principle, which emphasized the hierarchical organizational form and authority; the functional principle, which organized tasks into departmental units; the staff principle, which recognized the role of line management in the exercise of authority but provided a staff to give advice and information. (Kast and Rosenzweig, 1974, p.60)

Also, during this same era, Mary Parker Follett contributed to management thought by setting forth management principles based on her knowledge of governmental and business administration (Knezevich, 1973). Her approach was unique because she emphasized both the psychological and sociological aspects

of management. Management to her was a social process and
the organization a social system. She emphasized the importance
of lateral coordination, the integration of organizational
participants, and the necessity for change in a dynamic
administrative process.

Similar to the thinking of Follett are the ideas
established by other authorities of organizational develop-
ment. Some of these authorities (Kast and Rosenzweig, 1974)
suggest that formal organizations are designed to accomplish
specific purposes and that basic values which underlie
goal-setting and decision-making are a fundamental part of
the organizational system. Organizations perform some of
their functions for society in order to receive resources.
They also satisfy certain needs of internal participants
in order to maintain continuing support, and they have
system goals which they strive to attain. One of the most
comprehensive approaches that has been used to integrate
individual and group goals with overall organizational goals
is management by objectives (Kast and Rosenzweig, 1974).

According to Knezevich (1973), management by objectives
(MBO) tends to focus on the generalizable functions that
must be performed by the administration. However, the
literature suggests that not everyone defining management
by objectives stresses the same things. A frequently used
definition of MBO was developed in 1965 by Odiorne:

> The system of management by objectives can
> be described as a process whereby the superior
> and subordinate jointly identify goals, define
> individual major areas of responsibility in terms
> of results expected of him, and use these measures
> as guides for operating the unit and assessing
> the contribution of each of its members. (Odiorne,
> 1965, p.55)

Odiorne's definition suggests that objectives are to be determined jointly by the superior and subordinate. In 1970, he offered a briefer definition of management by objectives. He stated that MBO is "a system in which the first step of management is the clarification of corporate objectives and the breaking down of all subordinate activity into logical subdivisions that contribute to the major objectives."

Management by objectives was viewed by Schrieber and Sloan as "a management process by which work is organized in terms of achieving specific objectives by set times" (Schrieber and Sloan, 1970, p.20). Ryan placed heavy emphasis on leadership, the team approach, and people, as seen in his definition of MBO:

> Management by objectives is a method of
> leadership which successful executives have
> been using for generations. It requires the
> individual executive to develop his own managerial
> objectives as a part of a team striving for a
> corporate objective agreed and understood by all.
> It allows the individual executive to accomplish
> the required results in his own way, so long as
> this does not interfere with achievement of his
> own corporate objectives. In short: You organize
> your subordinates to help you with your objectives.
> (Ryan, 1971, p.66)

Another view of management by objectives is that of Morrisey. He sees MBO as a management approach that seeks to determine:

1. What must be done (after careful analysis of why it must be done).

2. How it must be done (the program steps of plans of action required to accomplish it).

3. When it must be done.

4. How much will it cost.

5. What constitutes satisfactory performance.

6. How much progress is being achieved.

7. When and how to take corrective action.

(Morrisey, 1970, p.3)

Knezevich (1973) suggests that management by objectives is not a difficult concept that is interwoven into a complex system. He states that many authorities stressed the importance of objectives long before MBO became popular. Furthermore, he has suggested that it is the quality of the objectives, the manner in which they are set, and the management of the organization to achieve them that are somewhat new. Although first developed for business and industrial management, the concept is more recently gaining impetus in the area of educational administration.

Peter Drucker was among the first to emphasize the importance of managing by objectives. He suggested that an enterprise's emphasis upon short term profits alone could lead to adverse long-run consequences. He stated that

"objectives are needed in every area where performance and results directly and vitally affect the survival and prosperity of the business" (Drucker, 1954, p.3). He advocated that businesses set objectives in the following areas: market standing, innovation, productivity, physical and financial resources, profitability, manager performance and development, worker performance and attitude, and public responsibility.

Although the above listing of system goals is appropriate for most business organizations, it may not be readily transferable to other types of organizations. Gross (1965) developed a more generalized model suitable for all organizations. He suggested the following goal set:

> The performance of any organization or unit thereof consists of activities to 1) satisfy the varying interests of people and groups by 2) producing outputs of services or goods, 3) making efficient uses of inputs relative to outputs, 4) investing in the system, 5) acquiring resources, and 6) doing all these things in a manner that conforms with various codes of behavior and 7) varying conceptions of technical and administrative rationality (Gross, 1965, p.198).

According to Knezevich (1973), Drucker and Douglas McGregor are usually credited with more completely developing the various dimensions of management by objectives. Following their contributions, several books and articles on management by objectives in business and industry appeared. However, articles applying to management by objectives in educational organizations did not begin to appear until the early 1970's (Knezevich, 1973).

McGregor's writings emphasized the value of a more democratic and less authoritarian approach to management. He suggested a "collaboration - consensus" or "power equalization" methodology. Independent decision making, decentralization, and more open communication and participation were all McGregor themes. He emphasized his desire to replace Theory X by the "democratic-participative" Theory Y.

Several authorities (Kast and Rosenzweig, 1974; Wikstrom, 1968) state that most MBO programs are started initially as managerial performance-appraisal procedures, but have advanced to a broader concept encompassing long-range planning, a system of control, and a primary basis for integrating the goals of individual participants with goals of the organization. Although management by objectives sounds deceptively simple, organizations adopting it have spent considerable time modifying managerial processes in order to make it effective. In an unpublished manuscript by Sutermeister (1973) the various stages in the introduction and implementation of an MBO program are illustrated: Stage one is viewed as a short-term performance-appraisal approach perhaps initiated by the Personnel Department. Stage two affects the entire managerial system of the organization. It reflects a more comprehensive management approach. The final step, stage three, ranging from three to five years in implementation, encompasses changes in the subsystems of the organization.

Kast and Rosenzweig (1974) state that management by objectives cannot be effectively established in a short time period. Many companies report that learning to operate a successful management-by-objectives program is a continuing process. Many believe that it creates a more effective learning-adapting system and that this is its great advantage.

One major issue is whether objectives should be established from the top down or from the bottom up. The literature suggests that both approaches contain advantages. The bottom-up approach maximizes participation of lower-level personnel who are close to the actual operations while the top-down approach provides clearer guidelines and parameters for lower-level participants in setting their own objectives. Wikstrom (1968) states that many companies have discovered that the process cannot be exclusively top-down or bottom-up if it is to be an effective way of managing a business. The communication and planning effort must go in both directions. The successful programs stress collaboration, cooperative effort, and team building.

Carroll and Tosi (1970) state that studies of specific management-by-objectives programs indicate that these programs improve communications, increase mutual understanding, improve planning, create more positive attitudes toward the evaluation system, help in utilizing management abilities, and promote innovations. However, there are problems associated with the program, such as:

1.   organizational adjustments are needed to succeed

2.   programs include managerial personnel only

3.   difficult to encompass the efforts of many staff
groups

4.   tendency for managers to direct their efforts only
toward objectives on which they are measured

5.   difficult to set forth clearly definable objectives
under conditions of rapid change or environmental turbulance

6.   difficult to tie performance appraisal into the
program

7.   problems in requiring objective accomplishment
under certain and adverse conditions (Kast and Rosenzweig,
1974).

Company executives who have established management by
objectives programs say that they worked well when environmental
and market forces are favorable, but not very well during a
business downturn. Many managers felt they were strictly
accountable for the accomplishment of objectives over which
they had only limited control. Despite difficulties, manage-
ment by objectives has been used successfully by a number
of organizations to integrate individual and organizational
goals. Most successful programs appear to be those which
emphasize a total systems approach and take into account
its impact on all the organization's subsystems.

Hampton et al, (1973) described management by objectives as a popular approach to goal setting and control. Instead of emphasizing compliance by devising controls which stress procedures and methods, it seeks to orient administrators to results. Subordinates are encouraged to set their own goals, assess their own performance, and are stimulated to expect payoff for results and not for process compliance. However, if the emphasis shifts too much and process compliance is neglected, impressive results may be obtained for a time until the neglected processes bring the system to a halt. Management by objectives strives to avoid neglect and encourage goals and performance which provide balanced emphasis on both process and results (Odiorne, 1965).

MBO can help overcome problems within organizations characterized by decentralized, but highly goal-oriented operations. If goals set by individual units are not articulated or integrated into more general goals, the accomplishments of individual units will not lead to organizational effectiveness. MBO is an overall company program administered by top management but participated in by lower level managers who incorporate subgoals and major goals into logically related objectives. (Hampton et al, 1973)

Levinson (1970) suggests that management-by-objectives efforts "perpetuate and intensify hostility, resentment, and distrust between a manager and subordinates" (Levinson, 1970). He believes that in current practice MBO is industrial

engineering with a new name and that somewhere between the
concept of MBO and the implementation something has seriously
gone wrong. Coupled with performance appraisal, he suggests
that the intent was to follow Frederick Taylor's tradition
of rational management, specifying who is to do what, who is
to have effective control over it, and how compensation is
to be related directly to individual achievement.

MBO is a way of clarifying job obligations and measuring
performance against one's own goals. Superiors and sub-
ordinates consider the same matters in reviewing performance.
However, "MBO as a process is one of the greatest managerial
illusions because it fails to take adequately into account
the deeper emotional components of motivation" (Levinson,
1970, p.123). Levinson suggests that in most organizations
MBO is self-defeating and serves simply to increase pressure
on the individual.

Similar to other authorities, Levinson describes MBO
as being closely related to performance appraisal and review.
He therefore considers MBO and performance appraisal and
review as one practice intended to:

    1.   measure and judge performance

    2.   relate individual performance to organiza-
tional goals

    3.   clarify both the job to be done and the
expectations of accomplishment

    4.   foster the increasing competence and growth
of the school

5. enhance communications between superior and subordinate

6. serve as a basis for judgments about salary and promotion

7. stimulate the subordinates motivation

8. serve as a device for organizational control and integration (Hampton et al, 1973, p.566)

According to contemporary thinking the "ideal" process should proceed in five steps:

1. individual discussion with superior of the subordinate's description of his own job

2. establishment of short-term performance targets

3. meetings with superiors to discuss progress toward targets

4. establishment of checkpoints to measure progress

5. discussion between superior and subordinate at the end of a defined period or to assess the results of the subordinate's efforts (Hampton et al, 1973, p.566)

In theory this process occurs against a background of frequent contact and is separate from salary review. In practice, however, there are many problems. No matter how detailed the job description, it is essentially static. Therefore, according to Levinson, the more complex the task, the more flexible the person must be in it. With pre-established goals and descriptions, little weight can be given to the areas of discretion open to the individual, but not incorporated into job descriptions or objectives. Most job

descriptions are limited to specific tasks to be performed. If a primary concern in performance review is counseling the subordinate, appraisal should consider and take into account the total situation in which the superior and subordinate are operating. The setting and evaluation of objectives is done over too brief a period of time to provide for adequate interaction among different levels of an organization.

Coupled with these problems is the difficulty superiors experience when they undertake appraisals. McGregor says that the reason appraisals fail is that "superiors dislike playing God by making judgment about another's worth" (McGregor, 1957, p.89)

McGregor recommended that the individual should set his own goals, check them out with his superior, but should use appraisal sessions as a counseling device. The superior should be one who helps the subordinate achieve goals instead of being a "humanized inspector of products." Levinson believes, however, that managers experience their appraisal of others as a hostile, aggressive act that is felt to be hurting or destroying the other person. He believes that MBO is missing the "human point" by assuming that man will determine his own destiny and "work hard to get it, be pushed internally by reason of commitment, and make himself responsible to the organization for doing so" (Hampton et al, 1973, p.569).

In coping with problems of MBO, consideration should
be given to motivational assessment, group action, and
appraisal of superiors. It is suggested that the organization
should work to eliminate the feeling that man is in the
organization just as an object.

Authorities (Bell, 1974; Lewis, 1974) suggest that
the potential value of management by objectives for school
systems makes the concept extremely appealing. Bell states
that MBO strengthens leadership, provides for accountability,
leads to improved communication, team unity, individual
growth, and simplified supervision. According to Bell,
"MBO is to the chief executive what a steering wheel is to
an automobile if he utilizes it skillfully to gain maximum
efficiency in directing and managing the resources at his
command" (Bell, 1970, p.212). Similar school organization
rewards of MBO listed by Lewis include systematic long- and
short-range planning, improved control and coordination,
and maximum use of personal resources.

Having implemented a management-by-objectives plan
as a school superintendent, Bell says MBO compels facing
up to issues. He believes the implementation of MBO as a
management approach places more pressure upon administrators
than upon the teaching staff for the attainment of performance
accountability. He believes that through MBO good adminis-
trators will become stronger and that use of the process will
identify the causes of administrative malfunction.

Bell urges administrators desiring to implement MBO to avoid being intimidated by complex procedures, piles of forms, and paperwork. He suggests that the basic principles of management by objectives are quite simple and the best approach is to begin. Still, administrator confusion exists. It has been suggested that it may stem from differing concepts of MBO as advocated by writers in the field. This confusion may be compounded by new terms invented by authors and by the diverse definitions of existing terms.

The research of Redfern (1977) suggests that although the literature abounds in descriptions of MBO, four common characteristics run through all treatises on the subject. They are:

1. A heavy emphasis upon results is basic in making management decisions and determinations. This emphasis upon outcomes in the educational enterprise is in sharp contrast to traditional emphasis upon such input factors as per pupil valuations, per pupil expenditures, size of libraries and resource centers, and levels of salaries of professional personnel.

Resources to carry out educational operations, the operations themselves, what is done with those resources, how it is done, and the end product are central to the MBO process.

2. Shared responsibility in the achievement of results
is central in management by objectives. All parts of the
educational organization have to be involved and be inter-
related in the fulfillment of the process of MBO. To achieve
desired results, all components in the organization have
to work together.

It is not unusual for the impetus in MBO to originate
at the top level of educational management and move down-
ward through the organization to the classroom. Even so,
there must be broad-based participation and shared responsibility
in the achievement of desired results through the MBO approach
to management.

3. Strong emphasis upon specificity and measurability
is another fundamental in MBO. The results which the organiza-
tion seeks to achieve must be spelled out clearly, carefully,
and explicitly if educational operations are to be efficient
and effective.

Closely related to specificity is the quality of
measurability. Unless objectives and action plans are
developed and designed so that outcomes can be measured with
reasonable objectivity and accuracy, the MBO process will
not be as effective as its proponents hope for.

4. Evaluation, based upon pre-determined standards,
is a fourth fundamental of MBO. Being able to know at
the outset what the ultimate expectations will be in the
achievement of objectives contributes to both efficiency

and effectiveness. It facilitates planning, monitoring, and assessing results.

This is not to say that it is comforting to know in advance that the results of one's efforts will be evaluated in terms of firm, predetermined standards. The point is, however, that the individual will share in the formulation of those performance standards. This is an essential safeguard against unrealistic or unattainable results which are the concern of many school administrators.

Whether the difference between MBO fundamentals and philosophy is substantive or semantic is not important. What is important is thorough familiarity with the rationale of MBO. Again, according to Redfern, it is possible to list tenets of faith with respect to MBO as a management system. He suggests that the five that follow should be included in any list:

1. Common purposes underlying the agenda of educational organizations that enable students to achieve learning results which are commensurate with their capabilities, aspirations, and opportunities should be the central and over-arching aim of all educational organizations. The ways they go about achieving this end will vary, but the end itself -- enabling students to achieve -- should be the raison d'etre of all educational institutions.

MBO as a management system can assure the achievement of educational outcomes that will more likely respond to these common purposes than other less systematic management procedures.

2. Accent upon achievement is the "name of the game" in MBO. It is a means to enable school administrators to attain objectives. While objectives are harder to achieve than to establish, MBO does provide an effective means for their establishment, because it provides sequential steps for achieving desired results.

3. Goals and objectives give a sense of direction to management. Developing challenging objectives, gaining commitment on the part of all those identified with the organization, relating resources to objectives, and managing to attain the desired results is what assures the sense of direction that the organization must have if it is to accomplish fundamental purposes.

4. Better understanding of what is to be accomplished is the best way to win the commitment of those up and down the organizational structure to the goals and objectives of the organization. More than understanding, what is needed are ways to enable individuals to feel personally involved in the formulation of organizational goals and objectives.

5. Shared objectives, i.e., a closer correlation of individual and organizational goals and objectives, are another

aspect of the MBO process that is highly desired. Sharing means that organizational goals will not be imposed upon the individual.

Finally, according to Drucker, the greatest combination of MBO is that it is a way to give the manager the means to direct his or her own work and energies. It is an avenue to self-actualization and control.

MBO does not mean an over-emphasis upon the fulfillment of organizational goals. Harry Levinson, writing in the July/August 1970 issue of the Harvard Business Review, puts the matter in perspective by pointing out that:

> . . .if a man's most powerful driving force is comprised of his needs, wishes, and personal aspirations. . .then management by objectives should begin with his objectives.

Knezevich (1973) indicates that the number of school districts interested in trying to implement MBO is relatively small. Some suggest that less than one percent of the local school districts in the United States are at various stages in implementing some or all of the steps in the management by objectives process.

It is difficult to obtain information on how management by objectives is working in school systems. Redfern indicates that:

1. A reliable central agency that regularly audits the progress MBO is making is lacking.

2. A search of the literature yields incomplete information because reports of what is happening are largely a hit-and-miss matter.

3. Far more school systems have tried portions of MBO than the entire process.

4. Some programs have boomed; some disillusionment does exist. (Reasons vary.)

5. NEA has passed the word to its members to "say no to MBO."

6. There have been successes throughout the country.

In April of 1973, the North Carolina State Department of Public Instruction published a document entitled State Accreditation of School Administrative Units in North Carolina. The purpose of the document was to share new directions and new rationale for state accreditation and to present the perception of "comprehensive planning, management by objectives" as one operational procedure believed to be consistent with the current dynamics in education. The philosophy of the State Department stated that:

> the implementation of the principles and practices
> of comprehensive instructional planning and of
> school management directed to systematically deter-
> mined learning/performance objectives is the core
> concept in current educational improvement efforts.
> (North Carolina State Department of Public Instruc-
> tion, 1973, p.2).

In this publication the State Department of Public Instruction viewed comprehensive planning and management by objectives as one and the same. The State Department

suggests that school accreditation should be related to
"broad and intensive school-community involvement" and the
development and implementation of a comprehensive plan for
education. It is recommended that the local school unit
assemble a representative group composed of school personnel
from pupils to the superintendent, parents, and those with
business and industrial interests to provide leadership for
instructional planning. The State Department of Public
Instruction advised that the leadership team should partici-
pate directly under the supervision of the superintendent.

CHAPTER III

RESEARCH DESIGN AND METHODOLOGY

This chapter will discuss the general research design,
describe the official school documents reviewed, present
the hypotheses formulated for the study, and describe
data collection and analyses procedures.

Procedure

In order to determine the presence of bureaucratic
characteristics within the school organization, an investiga-
tion of official school documents was conducted. The school
documents studied included the years 1972 - 1977, and
consisted of the following:

Minutes of the Board of Education Meetings

Organizational Charts and Job Descriptions

Memoranda: From Superintendent's Office to Principals
and Central Staff

From Superintendent's Office to Board of
Education Members

From Superintendent's Office to Teachers
and Teacher Advisory Council Members

From Superintendent's Executive Staff to
School Personnel

Written Policies and Procedures

Planning Session Information including Planning Modules

Agenda of Principals' Meetings

Agenda of Central Staff Meetings

Minutes of Principals' Meetings

Minutes of Central Staff Meetings

Handbooks: Teacher Handbooks

Secretarial Handbooks

Principals' In-Service Handbooks

Evaluation Documents

Hypotheses

The following hypotheses were formulated for this study:

Hypothesis 1 (H_1) - With the introduction and implementa-
tion of comprehensive planning and management by objectives,
there will be evidence of an increased hierarchy of authority.

The literature suggests that bureaucratic structures
are hierarchically organized on the basis of firmly
established patterns of superior-subordinate relationships
and that the hierarchy consists of specialized, salaried,
and career-oriented administration. Lower and middle
levels tend to supervise the work of subordinate officials
while top-ranking officials are mainly concerned with policy
making.

Hypothesis 2 (H_2) - With the introduction and implementa-
tion of comprehensive planning and management by objectives,
there will be evidence of an increased division of labor.

The literature suggests that bureaucracies factor their activities into narrow, single-purpose, exclusive categories and assign these to subunits composed of superiors and subordinates. Strong personal identification with a particular subunit usually emerges, and members tend to care less about what other units are doing. When work is completed in one unit, it is passed on and becomes "somebody else's baby." This facilitates "buck-passing" and requires constant use of categorization and classification of problems on the basis of designated criteria.

Hypothesis 3 (H_3) - With the introduction and implementation of comprehensive planning and management by objectives, there will be evidence of an increased presence of rules.

The literature suggests that bureaucracies have rules regarding methods and procedures that make it possible to operate consistently. Rules may be formal or informal, but the more rules the more circumscribed the individual. Managers are supposed to manage and administer on the basis of these rules, precedents, and public policy rather than on the grounds of personal feelings.

Hypothesis 4 (H_4) - With the introduction and implementation of comprehensive planning and management by objectives, there will be evidence of increased procedural specifications.

The literature suggests that operations and working behavior are governed by instructions and decisions issued by superiors. Administrative decision-making, including

provisions for making difficult decisions, is within a rational and readily understood context of hierarchy, responsibility, and discipline.

Hypothesis 5 (H5) - With the introduction and implementation of comprehensive planning and management by objectives, there will be evidence of increased specifications for uniformity of treatment (impersonality).

Impersonality has to do with interpersonal relationships and the uniformity of treatment of individuals within the organization. Hall states that impersonality can be viewed as the extent to which both organizational members and outsiders are treated without regard to individual qualities.

Hypothesis 6 (H6) - With the introduction and implementation of comprehensive planning and management by objectives, there will be evidence of increased assumption of technical competence.

The literature suggests that bureaucracies reflect the growth of technical knowledge and specialized expertise. Technical knowledge and skills influence the shape of official decision. There may be a precise definition of rights, obligations, and technical methods attached to each functional role.

Hypothesis 7 (H7) - With the introduction and implementation of comprehensive planning and management by objectives, there will be evidence of increased procedures for defining quantifiable goals (goal definition).

The literature suggests that bureaucracies are complex goal-seeking units and that goals are supposed to be specific, well-defined, and deal with a future state of affairs.

The process of defining goals is by legislative act or executive order through which initial goals are defined and redefined in the operation of the bureaucracy.

The principal activities are the achievement of publicly defined goals selected in the name of the political community in which it exists and whose existence is defended in terms of its responsibility as an agent of that community. There is an effort to create harmonious relations with the general public by creating centers of community support.

Hypothesis 8 (H_8) - With the introduction and implementation of comprehensive planning and management by objectives, there will be evidence of increased quantitative evaluation of performance.

The literature suggests that within a bureaucracy evaluation is by measurement of performance via standards that are objectively measurable, but that standards for evaluation decrease as one mounts the hierarchy until they become largely subjective. Evaluation may be periodic.

Data Collection

The data collection procedures used in this study will be discussed in two parts, Section A and Section B. In Section A will be found the procedures used in gathering

data pertaining to hypotheses 1 - 5; Section B will describe
data collection procedures employed in gathering data
related to hypotheses 6 - 8.

Section A

The following official school documents were examined
in relation to hypotheses 1 - 5:

Minutes of the Board of Education Meetings

Organizational Charts and Job Descriptions

Memoranda: From Superintendent's Office to Principals
             and Central Staff

             From Superintendent's Office to Board of
             Education Members

             From Superintendent's Office to Teachers
             and Teacher Advisory Council Members

             From Superintendent's Executive Staff to
             School Personnel

Written Policies and Procedures

Planning Session Information including Planning Modules

Agenda of Principals' Meetings

Agenda of Central Staff Meetings

Minutes of Principals' Meetings

Minutes of Central Staff Meetings

Handbooks: Teacher Handbooks

             Secretarial Handbooks

             Principals' In-Service Handbooks

The Superintendent of Schools, serving as secretary
of the Board of Education, is responsible for the minutes
of the Board of Education meetings. The minutes of these
meetings were available to the public as official records
of the Proceedings of the Board.

Organizational charts were secured from the Board of
Education offices and from a publication of a study of
the school organization. The study was conducted by the
North Carolina State Department of Public Instruction (1976).
Each position on the organizational chart had an accompanying
job description.

Memoranda were secured from both former and present
school officials. These documents were on file and were
available from the offices of the Board of Education. However,
it should be noted here that few memoranda were available
from the former administration, 1972-1975. From personal
interviews it was determined that the unavailable documents
had never existed (interviews conducted with Secretary to
former Superintendent, 1977).

The available memoranda were collected and classified
within the following categories:

From Superintendent's Office to Principals and Central
Staff

From Superintendent's Office to Board of Education
Members

From Superintendent's Office to Teachers and Teacher Advisory Council Members

From Superintendent's Executive Staff to School Personnel -- this includes Associate Superintendents for Instruction, an Assistant Superintendent for Federal Programs, an Associate Superintendent for Federal Programs, an Associate Superintendent for Personnel, and a Controller.

Formal written policies and procedures were secured from official school documents. Although usually available under separate cover, these documents were incorporated into the minutes of the Board of Education meetings. A tentative codified set of policies and procedures was in the formulation stage and was available for review.

Planning session information was secured from the offices of the Board of Education. This planning information included notes and other official planning documents presented and utilized by the Board of Education and Administrative Staff.

The agenda from principals' meetings and central staff meetings, including the minutes of those meetings, were available from the Board of Education offices. The agenda outlined the topics of discussion and the minutes recorded the important details of the meetings.

Another official school document secured from the offices of the Board of Education was the handbook, a concise reference document. The following handbooks were collected and available for review: .

Teacher Handbooks

Secretarial Handbooks

Principals' In-Service Handbooks

Section B

Data collection procedures for hypotheses 6 - 8 consisted
of a review of the following official school documents:

Evaluation Documents

Minutes of Principals' Meetings

Minutes of Central Staff Meetings

Planning Session Information including Planning Modules

Formal evaluation documents were available through the
offices of the Board of Education. Also, a formal teacher
evaluation instrument was in the formulation stage and
available. These evaluation documents were collected and
reviewed.

The minutes from both principals' and central staff
meetings (previously discussed in Section A) contained
information relevant to hypotheses 6 - 8. The minutes
were collected and reviewed.

The planning session information, including planning
modules, also discussed in Section A and available from the
Board of Education, was collected and reviewed.

Data Analysis

The minutes of the Board of Education, the official
records of the proceedings of the Board of Education meetings,

were analyzed to determine the presence of evidence related to an increased hierarchy of authority (H_1), an increased division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), and increased specifications for uniformity of treatment (impersonality) (H_5).

A typical way of depicting organizational structure is through printed organizational charts and job descriptions. Charts specify the formal authority and communication channels within the organization. The title of a position represented on a chart broadly identifies the activities of that position. Also, the distance of the position from the top may indicate its relative status. Most organizational charts are hierarchically organized and emphasize relationships between superiors and subordinates. The available organizational charts and job descriptions were analyzed for indications of an increased hierarchy of authority (H_1), an increased division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), and increased specifications for uniformity of treatment (impersonality) (H_5).

Memoranda as official school documents were divided into the following categories for analysis:

From Superintendent's Office to Principals and Central Staff -- this category was further subdivided on the basis of content according to:

Request for Information

Personal

Directive

Informative

From Superintendent's Office to Board of Education Members

From Superintendent's Office to Teachers and Teacher Advisory Council Members

From Superintendent's Executive Staff to School Personnel -- this included Associate Superintendents for Instruction, an Assistant Superintendent for Federal Programs, an Associate Superintendent for Federal Programs, an Associate Superintendent for Personnel, and a Controller.

The memoranda were analyzed for evidence of an increased hierarchy of authority (H_1), an increased division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), and increased specifications for uniformity of treatment (impersonality) (H_5).

Policies are general plans of action that guide the members of the organization in the conduct of its operation. Every large organization has a wide variety of policies covering its most important functions. These policies usually are formalized and written in organization or policy manuals. Procedures are less general than policies and establish more definite steps for the performance of certain activities in the organization.

Both policies and procedures provide guidance for integrated decision making. The policies and procedures established by the school organization were analyzed for evidence of an increased hierarchy of authority (H_1), an increased division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), and increased specifications for uniformity of treatment (impersonality) (H_5).

Planning within organizations is the responsibility of the managerial system. The process of change assumes that the school organization can identify gaps between its current conditions and its desired conditions. Organizational improvement through planning, then, deals with effectiveness, efficiency, and participant satisfaction. Planning-session information was examined for evidence of an increased hierarchy of authority (H_1), an increased division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), increased specifications for uniformity of treatment (impersonality) (H_5), increased assumption of technical competence (H_6), increased procedures for defining quantifiable goals (goal definition) (H_7), and increased quantitative evaluation of performance (H_8).

Agenda from principals' meetings, central staff meetings, and minutes of these meetings were discussed earlier in this chapter. These documents were analyzed to determine evidence of an increased hierarchy of authority (H_1), an increased

division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), increased specifications for uniformity of treatment (impersonality) (H_5), increased assumption of technical competence (H_6), increased procedures for defining quantifiable goals (goal definition) (H_7), and increased quantitative evaluation of performance (H_8).

Handbooks as official school documents were divided into the following categories for analysis:

Teacher Handbooks

Secretarial Handbooks

Principals' In-Service Handbooks

The handbooks were analyzed to determine evidence of an increased hierarchy of authority (H_1), an increased division of labor (H_2), an increased presence of rules (H_3), increased procedural specifications (H_4), and increased specifications for uniformity of treatment (impersonality) (H_5).

Several evaluation documents were available including provisions for teacher evaluation, administrative evaluation, and secretarial evaluation. The evaluation documents were analyzed in order to determine evidence of increased assumption of technical competence (H_6), increased procedures for defining quantifiable goals (goal definition) (H_7), and increased quantitative evaluation of performance (H_8).

Summary

This chapter included a discussion of the general research design and methodology utilized in this study. A description of the official school documents reviewed was given. The hypotheses formulated for this study were listed and data collection and analysis procedures were discussed.

CHAPTER IV

RESULTS OF DATA ANALYSIS

This chapter will summarize the results obtained from the analyses of the data. The official school documents were analyzed on the basis of the definitions set forth by Hall and previously discussed in Chapters I and II and on the basis of additional characteristics of bureaucracies determined by the literature search. These school documents were analyzed to determine the presence of bureaucratic characteristics related to a hierarchy of authority, a division of labor, the presence of rules, procedural specifications, specifications for uniformity of treatment, assumption of technical competence, procedures for defining quantifiable goals, and procedures for defining quantitative evaluation of performance.

Minutes of the Board of Education Meetings

The minutes of the Board of Education were available for the school years 1972-1973 through 1976-1977. The minutes analyzed represented the last three years of a 23-year administration, 1972-1975, and the first two years of a new administration, 1975-1977. During the 1975-1976 and 1976-1977 school years there were Board of Education and administrative commitments to comprehensive planning and management by objectives.

A total of 90 sets of minutes were analyzed. Fifty-one
sets of minutes were recorded for the 1972-1973, 1973-1974,
and 1974-1975 school years while 39 sets of minutes were
recorded for the 1975-1976 and 1976-1977 school years.
The minutes analyzed included special meetings and executive
sessions of the Board as well as the regular monthly meetings.

During 1972-1975, the minutes indicated that the Board
meetings were concerned mainly with the business trans-
actions and financial matters of the school system. Proposals
for classroom and auditorium additions were viewed by
members, bids for the paving of parking lots and the purchase
of heavy duty maintenance equipment were heard, and a
proposal for the financing of a new athletic stadium was
considered. Lease agreements, current expense and capital
outlay budgets, summaries of school accounts, the establish-
ment of pay dates for school personnel, discussions of the
possible sale of school properties, and the cost of the
renovation of shower and locker room facilities at two of
the secondary schools were discussed and acted upon. A
sewer easement, bids on land grading, the cost involved
in the replacement of windows and doors at a local high
school, the installation of a smoke emission device at one
of the schools, and the air conditioning of a junior high
school library required board action.

The Board received progress reports on various ongoing
construction, considered toilet renovation for one of the

elementary schools, examined accident insurance to be

utilized by the system, and authorized the purchase of

school buses. Other financial considerations included

Board approval of lunchroom price increases, the authori-

zation to erect a fence around school property, approval of

plans for improving property drainage, and the examination

of the State Board of Education policies and regulations

governing expenditures of several million dollars in bonds.

The designation of school depositories, the approval

of school treasurers, and board request that money be

placed in the budget for a director of personnel were

included in board action. Board members considered

secretarial salaries and approved the increased cost involved

in the audit of school accounts.

However, during 1972-1975, the Board also acted on

non-financial matters. Board action included executive

sessions on personnel matters, the adoption of various

board policies, school calendar considerations, the approval

of extended sick leave for school personnel, and the hearing

of regular reports on the status of Federal monies being

utilized in the system.

Beginning with the 1975-1976 school year, the format

of the minutes of the Board of Education meetings changed.

Although there was evidence of numerous financial considera-

tions by the Board, there was also evidence of the expansion

of the agenda to consider items beyond those which had

previously been considered. Some examples include a detailed explanation of resolutions adopted by the State Board of Education related to the establishment of a local advisory council on children with special needs, detailed explanations of recently funded Federal projects, and advisement of a classification study of all non-certificated personnel by the State Department of Public Instruction.

The Board was advised of a "plan for planning" which outlined the direction of the system for the following three years and of the school system's involvement in various cooperative endeavors with other agencies such as the Chamber of Commerce and local colleges and universities. The Board received information on student suspensions and expulsions, a report from a committee on accountability, policies and procedures on exceptional children's programs, a report from the Superintendent on an administrative development program to be undertaken by principals and central office staff, and a request from the Superintendent that a poll of public attitudes toward education be conducted. A recommendation on the reorganization of central staff for the purpose of improving communications and providing greater efficiency and effectiveness was also presented by the Superintendent.

Teacher overviews of special programs were presented. Programs for gifted and talented students, the physical education curriculum, an economics internship program for

high school students, and plans for occupational education were included in the presentations. It is important to note that during the 1975-1976 and 1976-1977 school years, the minutes reflected 62 and 69 instances of a division of labor and functional specialization while the previous years reflected only nine to 13 instances. Examples of the minutes analyzed are included in this study (See Appendix B).

Each evidence of bureaucratic characteristics related to a hierarchy of authority, a division of labor, the presence of rules, procedural specifications and specifications for uniformity of treatment was noted when the minutes were analyzed. The results are recorded in Table 1.

Table 1

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Board Minutes

	Hypotheses				
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.
1972-1973	38	13	7	8	10
1973-1974	31	13	7	3	6
1974-1975	42	9	1	1	6
1975-1976	54	62	5	21	14
1976-1977	37	69	8	18	17

Organizational Charts and Job Descriptions

During the 1972-1973, 1973-1974, and 1974-1975 school years, there were no published organizational charts or job descriptions. There were no written indications of formal authority and communication channels within the school organization, including the absence of any written information emphasizing relationships between superiors and subordinates.

An organizational chart was developed for the school organization in 1975-1976 and revised in 1976-1977. Accompanying the original organizational chart were complete job descriptions for administrative, supervisory, and auxiliary personnel. Some modifications in job descriptions were made when the organizational chart was revised.

For the purpose of data analysis, the presence of an organizational chart was viewed to be characteristic of the presence of a hierarchy of authority. Each job description, regardless of the year in which it was developed, was viewed to be characteristic of the presence of a division of labor. The organizational chart and the job descriptions reflected 24 and 28 instances of a division of labor during the 1975-1976 and 1976-1977 school years. The results are recorded in Table 2. The organizational chart and examples of the job descriptions are included in this study (See Appendix C). Job descriptions were analyzed for the following personnel:

Table 2

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Organizational Charts

and Job Descriptions

	Hypotheses				
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.
1972-1973	0	0	0	0	0
1973-1974	0	0	0	0	0
1974-1975	0	0	0	0	0
1975-1976	1	24	0	0	0
1976-1977	1	28	0	0	0

Superintendent of Schools

Assistant Superintendent for Federal Programs

Associate Superintendent for Administrative Services
and Personnel

Associate Superintendent for Instruction

Director of Elementary Education

Director of Secondary Education

Math Consultant

Director of Occupational Education

Chairman of Exceptional Children

School Psychologist

Project Director for Character Oriented Optional
Learning (COOL)

Media Coordinator

Athletics, Driver Education and Transportation

Controller

Assistant Superintendent for Buildings and Grounds

Accounting

Purchasing Agent

Food Services

Attendance Counselor

Social Worker

Elementary Principal

Secondary Principal for Administration

Secondary Principal for Instruction

Secondary Administrative Assistant

In the revision of the organizational chart, the positions of Facilitator and Director of Pupil Personnel Services were added. The Assistant Superintendent for Personnel became the Associate Superintendent for Administrative Services and Personnel.

Memoranda from Superintendent's Office to Principals and Central Staff

The memoranda from the Superintendent's office to principals and central staff were analyzed on the basis of content and categorized according to request for information, personal, directive, and informative. The total numbers of memoranda analyzed from the Superintendent's office to principals and central staff, to Board of Education members, to teachers and Teacher Advisory Council members and from the Superintendent's executive staff to school personnel are recorded in Table 3.

Table 3

Total Number of Memoranda Analyzed

School Years	Originator/ Receiver	Type Memoranda			
		Request for Info.	Personal	Directive	Informative
1972-1973	Supt. to Prin. & Central Staff	0	0	0	0
	Supt. to Bd. of Ed.	0	0	0	0
	Supt. to Teachers and TAC Members	0	0	0	0
	Supt. Exec. Staff to School Personnel				
	Assoc. Supt./Inst.	0	0	0	0
	Asst. Supt./Fed. Prog.	0	0	0	0
1973-1974	Supt. to Prin. & Central Staff	0	0	0	0
	Supt. to Bd. of Ed.	0	0	0	0
	Supt. to Teachers and TAC Members	0	0	0	0
	Supt. Exec. Staff to School Personnel				
	Assoc. Supt./Inst.	0	0	0	0
	Asst. Supt./Fed. Prog.	0	0	0	0

Table 3 (Continued)

School Years	Originator· Receiver/	Type Memoranda			
		Request for Info.	Personal	Directive	Informative
1974-1975	Supt. to Prin & Central Staff	0	0	0	0
	Supt. to Bd. of Ed.	3	0	0	0
	Supt. to Teachers and TAC Members	0	0	0	0
	Supt. Exec. Staff to School Personnel				
	Assoc. Supt./Inst.	0	0	0	0
	Asst. Supt./Fed. Prog.	0	0	0	0
1975-1976	Supt. to Prin. & Central Staff	1	0	1	1
	Supt. to Bd. of Ed.	5	0	0	0
	Supt. to Teachers and TAC Members	0	0	0	0
	Supt. Exec. Staff to School Personnel				
	Assoc. Supt./Inst.	0	0	0	0
	Asst. Supt./Fed. Prog.	10	0	0	0
	Asst. Supt./Personnel	53	0	0	0
	Controller	2	0	0	0

Table 3 (Continued)

School Years	Originator/ Receiver	Type Memoranda			
		Request for Info.	Personal	Directive	Informative
1976-1977	Supt. to Prin. & Central Staff	2	0	45	17
	Supt. to Bd. of Ed.	9	0	0	0
	Supt. to Teachers and TAC Members	14	0	0	0
	Supt. Exec. Staff to School Personnel				
	Assoc. Supt./Inst.	64	0	0	0
	Asst. Supt./Fed. Prog.	14	0	0	0
	Asst. Supt./Personnel	59	0	0	0
	Controller	15	0	0	0

During the 1972-1973, 1973-1974, and 1974-1975 school
years, there were no available memoranda from the Superin-
tendent's office to principals and central staff and only
limited memoranda available for 1975-1976. In 1975-1976,
two of the memoranda contained information regarding
administrative-staff development. In one example, principals
and central staff were requested to complete an administra-
tive inventory and another memorandum provided educational-
background experiences of consultants who were leading the
administrators in a staff-development program. A memorandum
to the chief accountant from the Superintendent requested
that travel reimbursements be forwarded to one of the
staff-development consultants. Numerous agenda and minutes
of principals' and central staff meetings were distributed
by the Superintendent in 1975-1976. These documents will
be discussed later in this chapter.

A total of 64 memoranda from the Superintendent's
office to principals and central staff were analyzed for
the 1976-1977 school year. The principals received nine
sets of minutes from the regular Board of Education meetings.
In cover letters attached to each set of minutes, principals
were requested to make the minutes available to school-
based personnel. Although the memoranda were informational,
the cover letter was viewed to be "directive" and was
categorized as such.

School principals received six memoranda that outlined
agenda items for future meetings of the Board of Education.
The date of the future Board meeting was included in each
memorandum, and principals were requested to make the agenda
available to school personnel. There were two memoranda
that contained both tentative agenda for future Board
meetings and minutes of past meetings. Each memorandum
was categorized as "directive" and was considered to
be characteristic of a hierarchy of authority.

School principals also received one memorandum
which advised them of the date, time, place, and purpose
of a special meeting of the Board. Another memorandum
forwarded to principals contained a resolution of apprecia-
tion from the Board.

A variety of additional memoranda were sent to princi-
pals during the 1976-1977 school year. They contained
general information and requests and discussed such items
as the date of and comments to be made at a system-wide
staff meeting, an evaluation summary from an in-service
meeting, and monthly school-attendance information. One
memorandum suggested the availability of an optional in-
service session designed to assist in test-data interpretation
and utilization. Other memoranda contained an expression
of gratitude to principals for their part in the completion
of a report for the Office of Civil Rights, a directive on
the use of electric heaters in classrooms and the energy

situation, and plans for future visits to the schools by the County Comissioners. One memorandum supporting the presence of a division of labor contained information regarding the appointment of a Special Assistant for Transportation, replete with a description of his role, responsibilities, and duties.

Memoranda sent to the central office staff included 11 memoranda sent to secretaries in various departments. These memoranda announced the time, date, and place of future meetings between the secretarial group and the Superintendent. Secretaries were offered the opportunity to provide agenda items by contacting the Superintendent's secretary. These memoranda were considered to be "directive" and were viewed as evidences of a hierarchy of authority.

The Superintendent shared, in writing, an overview of the projected 1976-1977 United Way Campaign, a scheduled special meeting with selected support-staff people regarding the availability of Foundation money, and a directive discouraging the use of electric heaters to supplement the heating system at the central office. Sixteen memoranda about financial matters were forwarded to the Controller and the accounting department. The memoranda included requests that checks be prepared for such business activities as contractual agreements with outside agencies, advance payment of Board members' expenses and reimbursements for Board members and other school personnel. In one

memorandum, the Superintendent authorized the use of school monies for a special reading program. These memoranda were classified as "directive" and were considered to be evidence of a hierarchy of authority.

Memoranda from Superintendent's Office to
Board of Education Members

There were no available memoranda from the Superintendent to the Board of Education members for the 1972-1973 and the 1973-1974 school years. However, during 1974-1975, three memoranda were sent to the Board members by the Superintendent. One memorandum contained information pertaining to an area meeting to be conducted by the State Superintendent and his staff for the purpose of discussing a proposed legislative program. The remaining memoranda informed the Board of Education members that the regularly scheduled Board meetings for the months specified had been canceled after consultation with the Chairman of the Board.

The information shared with Board members in the memoranda for 1975-1976 covered many topics. An announcement of a special opening-of-school television program, a request that Board members attend the opening of school teachers' meeting to talk informally with teachers and administrators, and a reminder of future in-service meetings for Board members were included in the memoranda. Another memorandum discussed future regional school board meetings.

In 1976-1977, numerous memoranda were distributed among the Board members by the Superintendent. The information contained in the memoranda included special future meeting dates, such as a County Commissioners' luncheon and a district-meeting date for the North Carolina School Boards Association, a legislative dinner with the County Delegation, and an overview of Board assignments for Southern Association activities. Other memoranda discussed North Carolina school districts which utilized student testing and screening services, graduation-attendance assignments for Board members, a tentative draft of comments to be shared with teachers by the Superintendent, and a journal article which had as its theme serving as a board of education member. One memorandum contained a copy of a letter mailed to all teachers in the system by a recently terminated newspaper employee.

Memoranda from Superintendent's Office to Teachers and Teacher Advisory Council Members

The memoranda from the Superintendent's office to teachers and Teacher Advisory Council members were forwarded either directly to the Teacher Advisory Council members or sent in care of the principal as a liaison person between the Superintendent and the teachers. Analysis of the memoranda indicated that they contained written minutes of previous

Teacher Advisory Council meetings, announced future meeting dates, and provided a list of agenda items to be discussed at the future meetings.

The minutes of the Teacher Advisory Council meetings presented an itemization of teacher concerns shared with the Superintendent. The Superintendent's response or disposition of the concern and the staff person primarily responsible for the follow-up were also shown in the minutes. Some examples of teachers' concerns included length of time available for teachers to collect money and serve breakfast in schools participating in the breakfast program, the size of food portions served to teachers at lunch, general grievance procedures, and questions regarding accumulated sick leave. Other concerns included financial matters, release-time available for teachers to participate in teacher projects, and the comprehensive planning and management-by-objectives process. School organization plans, building and maintenance problems, and discipline were other teacher concerns.

The memoranda which announced the future meetings of the Teacher Advisory Council included the dates, times, and places of the meetings. Tentative agenda items were listed, along with instructions for teachers to phone additional items to the Superintendent's secretary.

Memoranda from Superintendent's Executive
Staff to School Personnel

The memoranda analyzed under the category "From
Superintendent's Executive Staff to School Personnel"
were available for the 1975-1976 and 1976-1977 school
years only. The search of official school documents
indicated no memoranda preserved as official school records
for the 1972-1973, 1973-1974, and 1974-1975 school years.
Memoranda analyzed for the 1975-1976 school year were
distributed by the Assistant Superintendent for Federal
Programs, the Assistant Superintendent for Personnel, and
the Controller.

Various memoranda distributed by the Assistant Superin-
tendent for Federal Programs contained information related
only to Federal programs. Several of the memoranda were
sent to the Superintendent as follow-up reports on the
status of projects in proposal stages and as synopses
of trips and contacts made in Washington, D. C. The remaining
memoranda were sent to advisory groups, principals, teachers,
and support persons involved in the Federal programs.

During the 1976-1977 school year, the Assistant
Superintendent for Federal Programs distributed memoranda
which contained follow-up reports to the Superintendent,
announcements of special meetings and visitations, and
guidelines for dealing with project-related situations.

The reports to the Superintendent gave overviews of out-of-town trips and contacts made regarding pending Federal programs or those already in operation. Several memoranda were sent to support personnel directly involved in the Federal programs in operation within the school system. These memoranda pertained to scheduled in-service training, meetings, and visitations in which the staff members were expected to be involved. Some of the memoranda contained instructions for handling special situations, such as a procedure for securing a substitute teacher when the regular teacher working in a Federal program was absent.

In 1975-1976, the Assistant Superintendent for Personnel distributed memoranda among numerous personnel. These included principals, central staff, the Superintendent, school secretaries, and Board of Education members.

The memoranda to principals usually gave information or requested information from the principals. Their contents included such topics as substitute-teacher regulations, procedures for the use of activity buses, mail-delivery and courier-service information, and information pertaining to the delivery of payroll checks, school printing needs, and television coverage for school events and school programs. Requests included special-attendance information from principals and information for a calendar of events.

Memoranda sent to the Superintendent dealt with specific
school-system problems or responses to requests for informa-
tion from the Superintendent. Topics included legislative
action enabling local counties to service and maintain activity
buses, curriculum requests from parents, tutoring programs,
occupational education, problems surrounding the observance
of particular religious holidays, cafeteria and physical-
plant problems, and personnel problems. Results of the
school calendar committee meetings, professional organiza-
tion surveys, transportation problems, requests for student
transfers, student scholarship eligibility, and accounting
department problems were topics included in memoranda to
the Superintendent. Other memoranda included information
regarding liability insurance, extracurricular activities,
needs assessments, housing rates for overnight staff retreats,
and contacts by legislators.

The memoranda distributed among central staff members
discussed many topics. These included reports on school
staff members who were presently hospitalized, information
on new central office employees, United Fund reporting
procedures, school-mail delivery and personnel information
directed to the accounting department.

The Assistant Superintendent for Personnel also sent
memoranda to school secretaries, Board of Education members,
and teachers during the 1975-1976 school year. Memoranda
forwarded to secretaries and teachers expressed appreciation

for the years' work while Board members received information on the microfilming of student records.

School personnel who received memoranda from the Assistant Superintendent for Personnel during 1976-1977 included the Superintendent, central staff members, school principals, and members of various teacher committees. The memoranda sent to school principals included such topics as procedures for canceling school due to weather conditions, cafeteria operating procedures for late school openings due to weather conditions, evaluation of secretarial and clerical staff members, and establishing an information base for the school-system computer. School volunteers, student-privacy forms and requests for school-record information, physical education mini-courses, a sixth-year program for school employees with a Master's degree, fire-prevention programs for elementary students, the announcement of new staff positions, and procedures for selecting an Outstanding Young Educator were topics of other memoranda sent to principals.

Memoranda sent to the Superintendent contained information pertaining to specific personnel situations, such as the transfer of personnel within the system and the funding and method of payment of new positions. Classroom overloads, complaints about substitute teachers, personnel-health problems, requests by parents for student transfers, specific parental complaints about school employees, and the results

of student hearings were the kinds of information shared
with the Superintendent. Other memoranda included information
on problems with tracing equipment on school phones used
for reporting bomb threats, students attending schools outside
their attendance districts, threatened teacher resignations,
available clerical assistants for secondary schools, requests
from the local newspaper for information on school employees,
and problems with vendors on school grounds. Also, the
Assistant Superintendent for Personnel shared written requests
to utilize school personnel and graduate students who were
involved in internships in the system and who were based
at the central office for the period of the internship.

Central staff members received memoranda which dealt
with information on the evaluation of classified personnel,
the school calendar, health certificates, use of the copy
room, a policy on compensatory time, and a listing of
services available from the personnel office. A schedule
for photographing central staff members, procedures for
interviewing future school-system applicants, and a cover
letter for a job-description handbook were also distributed
by the Assistant Superintendent for Personnel.

Memoranda were sent to the Clerical Evaluation Committee
members and the Board Policy Committee members to establish
future meeting dates. Also included and sent to all profes-
sional staff was information on initial teacher certification.

The memoranda distributed by the Controller during the 1975-1976 school year were forwarded to the Superintendent and principals. The memoranda sent to the Superintendent contained information pertaining to budget matters and recommendations for the passage of budget resolutions by the Board. Principals received information regarding the passage of the Fiscal Control Act and the need to pre-audit the expenditure of school monies. It should be noted that the position of Controller was created effective January 1, 1976.

During the 1976-1977 school year, the Controller sent memoranda to the Superintendent and principals. The memoranda sent to the Superintendent included monetary values placed on school properties and a report on fees that were negotiated with an architectural firm for school-related work. Principals received monthly information on the status of money allotments for the year. This information included total allotments, disbursements to date, obligations to date, and remaining balances in the areas of instructional materials and supplies, library books, instructional equipment, and junior high school athletics. Other memoranda contained information on current expenses, capital outlay requests, requisitions for all allotments, and the procedure for the purchase of food to be used in home-economics classes.

The memoranda distributed by the Associate Superintendent for Instruction during the 1976-1977 school year included memoranda sent to the Superintendent, principals, central office staff, special committee members, and teachers. Special payroll information, publicity requests, and private notes taken during meetings with school personnel were shared with the Superintendent. Additional topics discussed included proposals for the quality-point weighting of honors courses, information regarding public announcements sent to various media, and a report on future staff-development workshops.

School principals received information on Southern Association of Colleges and Schools visitations and evaluations, plans for implementing a standardized testing program, and the availability of a program for teenage mothers. Memoranda also included information on staff-development opportunities, procedures for completing discipline referral forms, scheduling problems in the elementary schools, and procedures for requesting student psychological testing. Additional topics included procedures for establishing a program for gifted students in the junior high schools, a listing of system-wide meetings, and a plan for improved communication between central office staff and schools.

Memoranda forwarded to central staff members included overviews of central staff meetings, out-of-town workshop

plans for central staff members, and information regarding the labeling of special instructional equipment purchased with Federal monies. The Associate Superintendent for Instruction also solicited written feedback from selected central staff members regarding individuals interviewed for a central office media position.

Numerous memoranda were forwarded to members of several appointed committees. These memoranda contained information and instructions for members of the Administrative and Supervisory Evaluation Committee, the Steering Committee for Educational Specifications, and the system-wide Band and Strings Committee. There were written communications with members of a committee studying ninth-grade English requirements, the planning team for the elementary schools' Southern Association study, and a committee on a proposed standardized testing program.

Each evidence of bureaucratic characteristics related to a hierarchy of authority, a division of labor, the presence of rules, procedural specifications and specifications for uniformity of treatment was noted when the memoranda were analyzed. The memoranda reflected 19 and 101 instances of a hierarchy of authority during the 1975-1976 school year and 33 and 79 instances of a division of labor. During 1972-1974, there was no evidence of a hierarchy of authority or a division of labor and only three instances of a

hierarchy of authority in 1974-1975. The results are recorded in Table 4. Examples of the memoranda analyzed are included in this study (See Appendix D).

Table 4

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Memoranda

	Hypotheses				
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.
1972-1973	0	0	0	0	0
1973-1974	0	0	0	0	0
1974-1975	3	0	0	0	0
1975-1976	19	33	0	4	0
1976-1977	101	79	10	24	2

Policies and Procedures

Formal, written Board of Education policies and procedures were incorporated into the minutes of the Board of Education meetings. When the minutes were reviewed, the presence of policies and procedures was specifically noted and analyzed for evidence of bureaucratic characteristics. This procedure was discussed previously in this chapter in the section on Minutes of the Board of Education. However, a tentative codified set of board policies and procedures was in the formulation stage and was also analyzed. The Board Policy Committee had worked on the formulation for several months and the tentative codified set was analyzed to determine the presence of evidence related to a hierarchy of authority, a division of labor, the presence of rules, procedural specifications, and specifications for uniformity of treatment. The results are recorded in Table 5. No evidence of bureaucratic characteristics for 1972-1973, 1973-1974, 1974-1975, and 1975-1976 is reflected in Table 5 due to the absence of a codified set of policies. However, during the 1976-1977 school year, the tentative codified set of policies reflected 179 instances of the presence of procedural specifications. Examples of the school policies and procedures taken from the codified set are included in this study (See Appendix E).

Table 5

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Tentative Set of

Codified Board Policies

	Hypotheses				
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.
1972-1973	0	0	0	0	0
1973-1974	0	0	0	0	0
1974-1975	0	0	0	0	0
1975-1976	0	0	0	0	0
1976-1977	9	12	6	179	4

The tentative codified set of policies and procedures
was divided into four major sections: School District
Organization, System Administration, Personnel, and Students.
Each of these major sections was then subdivided to include
those areas requiring policies and procedures.

The section on school district organization contained
policies and procedures in reference to the school district's
legal status, the school board, the school superintendent's
legal status, and operations of the district. The school-
board section was further subdivided into the following
content areas: legal status, philosophy, goals and objectives,
nondiscrimination policy, authority, power and duties,
members, board committees, board-superintendent relationships,
school attorney, advisory committees to the board, board
meetings, board-policy development, school-board records,
and professional membership. It should be noted that under
the school-board subsection, the category labeled "members"
was divided into legal status of members, number of members,
qualifications, method of election and term of office,
oath of office, unexpired-term-fulfillment and resignations,
removal from office, officers, duties, new board-member
orientation, bonded compensation and expenses, and conflict
of interest.

The subsection on school board meetings was divided
into several additional categories. These included
policies and procedures on public hearings, executive

sessions, notification of meetings, preparation, agenda, quorum, voting method, minutes, public participation, student participation, and news coverage.

Under the category labeled "school board," the board-policy subsection was also subdivided. It contained information on the policy committee, attorney involvement, policy adoption, policy dissemination, policy review, review of administrative rules, administration in policy absence, and temporary suspension of policies.

In the major category, "Operations," the subsection, "school board" was divided into school-district organization plan, attendance areas, school year, school holidays, school day, early dismissal, make-up days, and summer sessions.

The major policy heading, "System Administration," contained several subsections. These included philosophy and goals, organization plan, and operations. Organization plan was further subdivided to include Board policies in the areas of line and staff relations, superintendent, and administrative personnel. The subdivision of "superintendent" included duties, recruitment and appointment, consulting, evaluation, separation, resignation, and board-superintendent relations. The administrative-personnel section under organization plan was subdivided into administrative and supervisory-personnel positions, school-building administration, recruitment, assignment, promotion, tenure, evaluation,

time schedules, out-of-town expenses, non-school employment, educational leaves and absences, and conference visitations.

Under the major section, System Administration, an "operations" subsection was further subdivided into the following content areas: approval of handbooks and directives; administrative consultants; councils, cabinets and committees; and policies. The policies section was subdivided into implementation, development of administration rules, administration-rules drafting, rules dissemination, and administration in absence of policy.

The section on personnel contained policies and procedures in reference to staff procurement, staffing organization, evaluation procedure, and employee relations. The staff procurement section was further subdivided to include job description, allocation/reallocation of jobs, requisition of employees, recruitment of personnel, equal employment opportunity, employment of the handicapped, selection and employment procedure, status on re-employment, and employment of relatives.

Under the category labeled "staffing organization," subsections included contracts for employees, reassignment, promotion, vacancies, length of service, reduction in staff, exit interview, absenteeism, confidential information, collections and solicitation, accidents, use of personal car, work day, workload, termination of employment, resignation, care of school property, retirement, receipt and giving of

gifts, reasons and methods for dismissal -- policy in implementation of North Carolina Law G.S. 115-142, outside or dual employment, conflict of interest, scheduling calendar, certificates, political activities, and health certificates. It should be noted that under the staffing-organization subsection, the category labeled "certificates" was divided into out-of-field and expired.

The subsection on employee relations was further subdivided to include salaries, salary on reallocation: exempt from state salary schedules, overtime pay -- non-salaried employees, professional organization, tenure, sick leave and substitute teacher regulations, grievance procedure, legal holidays, annual vacation leave, death benefits, retirement income, staff involvement in policy making, disability salary continuation, liability of staff, salary deductions, pay period and day, workmen's compensation, staff meetings, staff ethics, staff-student relations, and professional-staff orientation.

The section on students contained policies and procedures in reference to philosophy, attendance, assignment, student withdrawal from school, students rights and responsibilities, services provided, proper care and supervision, student activities, special conditions, relationships and solicitations, sales, awards.

The subsection on philosophy was divided into several additional categories. These included student policies, goals, equal educational opportunity and academic achievement.

The attendance section under students was subdivided into school-attendance areas, compulsory age, entrance age, school-admissions age and innoculation requirements, resident and nonresident students, absences and excuses, permission to leave school before closing hour, and truancy.

The assignment subsection was further subdivided to include assignment to schools, assignment to classes, and admission of transfer students.

The student rights and responsibilities section was further subdivided into the following content areas: due process, due-process procedure, code of student conduct, student conduct, penalities for misbehavior, student complaints and grievances, student involvement in decision-making, student records and student fees, fines, and charges. The category labeled "student conduct" was divided into searches of desks and lockers by school officials, alcohol use by students, student drug use, student conduct on school buses, hazing, care of school property, student dress code, student smoking, disruptions of the school, student discipline, and dangerous weapons in the schools. The penalties for misbehavior subsection was also subdivided. It contained information on corporal punishment, detention, and student suspension.

The section on services provided contained policies and procedures in reference to the guidance program, student aid, student psychological services, student health services, and cafeteria. The subsection on "cafeteria" included information on food services, and free and reduced price meals.

Under the major section, Students, a "proper care and supervision" subsection was further subdivided to include student welfare, student safety, student insurance, student physical examinations, communicable diseases, student innoculations, medicines, emergency drills, dismissal precautions, safety patrols, bicycle use, automobile use, accidents-first aid, and student transportation.

Under the category labeled "student activities," subsections included student organizations, activities funds management, secret societies, student council, student publications, student social events, student performances, and student volunteers for school and public service. It should be noted that under the special conditions subsection, the category labeled "special conditions" was divided into employment of students, handicapped children, pregnant and married students, drop-outs, post-secondary students, adult students, and exchange students.

The subsection on relationships was divided into student-staff relations and student-community relations. The subsection on solicitations, sales, awards included

policies and procedures on solicitations and sales, solicita-
tion of students, gifts to staff members, student gifts to
schools, and student awards.

Planning-Session Information

Planning-session information was available for the
1975-1976 and 1976-1977 school years only. The planning
documents consisted of _A Plan for Planning: A Program_
for Community and Professional Involvement and Shared
Accountability, _Planning: Process and Content_, minutes
from several planning sessions, and planning modules used
in teacher staff development.

The document _A Plan for Planning: A Program for_
Community and Professional Involvement and Shared Accountability
was developed in September of 1975. It delineated a rationale
for elementary and secondary education for the school system
and suggested outcomes that might accrue from comprehensive
planning. The document reviewed planning as an aid for making
decisions at all levels within the organization and at every
stage of program development. Reference was made to the
planning process as a procedure for interrelating vital
and pertinent information for effective decision-making,
improved coordination, and better evaluation. A planning
model was shown in this document and specific objectives were
stated. Timelines were established for the entire administra-
tive staff of the school system to possess knowledge and

skills essential to facilitating educational planning and
knowledge about educational goals and objectives desired
by local citizens and compiled by a community educational
task force and a school-system planning committee. Reference
was also made to the local Board's plan for the proposed
expenditures of the 1973 Public School Facilities Funds and
a discussion of long-range planning for each school within
the system. The document outlined a procedure for providing
the Board of Education with information regarding instructional
development within each school. Numerous specialists were to
be included in implementing this plan.

The minutes from the special sessions on planning
recorded the results of combined meetings between the
central office staff and school principals. The first
planning session was conducted on February 10, 1976 and
one of the stated purposes of the session included the
development of a planning model appropriate for the school
system and one that the group would desire to make operational.
This involved developing the components of the model, deter-
mining how to implement it, relate it to Southern Association
recommendations, and communicate the process to others in
the system.

Another purpose of this session was to consider the
entire budget process and to determine a procedure to
provide maximum input from all levels of the system. This
purpose was directly related to determining how to merge

the total operation of the school system to make it function more effectively. It was stressed that the Board of Education had charged the Superintendent to develop a planning model through seeking professional suggestions.

From this session, a glossary of terms was developed to improve communications. The glossary included needs assessment, goal-setting, prioritizing, performance objectives, strategies, evaluation, and budgeting. The minutes indicated that there was much discussion regarding a system-wide approach to planning versus a school-system approach. The vote was 24 to five in favor of a system-wide approach.

The second special planning session involving principals and central staff was held on February 17, 1976. The primary purpose of the meeting was to consider how to make the planning model operant. Several strategies including timelines were developed and various staff members were designated to be responsible for implementation.

The minutes indicated a lengthy discussion on performance objectives, including the format for stating them. A discussion regarding the projected time span for implementing the planning model followed. Group consensus indicated that three to five years was appropriate.

The document titled Planning: Process and Content was a compilation of the previous special planning sessions. It included the steps of the proposed operational planning model and accompanying definitions. The planning procedure was outlined in five phases:

Phase 1 - Proposed Procedures for Implementation of

Goal Setting and Needs Assessment Procedures

Phase 2 and 3 - Proposed Procedure for Establishment

of Performance Objectives at School, Operations,

and Personnel Levels

Phase 4 - Development of Strategies Consistent with Goals,

Needs, and Performance Objectives at Each Level

Phase 5 - Recycle Consistent with Process and Product

Evaluation

Specific areas of responsibility were designated to principals and central staff and timelines for implementation were listed.

During the 1976-1977 school year, two types of planning information were available: minutes from special planning sessions involving principals and central staff, and planning modules to be used for teacher in-service activities.

The minutes were from the July 6, 7, 8, 9, 1976 planning sessions. In the sessions, the planning model for the school system was reviewed and the timeline for writing performance objectives was changed to a later date, during the second semester of the school year. The ranking of goals by the Citizens' Task Force from the fall of 1975 was considered, and test data comparing third- and sixth-grade students in the system with students on a National, State, Mountain, Piedmont, Coastal Plans, and Southeast areas were shared.

A discussion was held on how to orient school faculties to the planning process and how to begin the writing of performance objectives. The proposed importance of shared decision-making at the school level was mentioned and various decision-making styles were presented. The performance-objective format was again reviewed under the leadership of a consultant from the State Department of Public Instruction. The proposed benefits of performance objectives for students and teachers were discussed and the Superintendent proposed positive expected outcomes for schools engaged in planning. All sessions were evaluated in writing by each principal and central staff member.

As a result of the special planning sessions conducted on July 6, 7, 8, 9, 1976, planning modules were developed to assist principals in sharing the planning information with each school staff. The planning modules contained information on the proposed positive aspects of planning, climate within organizations, communication, shared decision-making, the planning model developed for the school system, and procedures for writing performance objectives.

The planning module defined planning as a rational process of determining where the school system wants to go, where the system is now, how the system is going to get where it wants to go, and how the system will determine when it has arrived. The planning process was presented as an ongoing

process and examples of daily lesson plans and Southern

Association accreditation plans were discussed. Charac-

teristics of the planning process were included in this

model along with several handouts to be shared with teachers

("Why Plan?," 1976).

The communication module was developed to provide

information on interpersonal relationships and open lines

of communication within the various schools in the system.

Components of informal, internal, and external communication

were outlined in the module and various barriers to communica-

tion were listed. Communication barriers in long-range

planning and joint decision-making were discussed. ("Communi-

cation," 1976).

Various kinds of climates within organizations were

discussed in the module on climate. Reference was made to

the uniqueness of climate within each organization and the

relevance to school climate of the Organizational Climate

Description Questionnaire developed by Halpin and Croft

(1963). Particular emphasis was placed on the importance

of classroom climate ("Climate," 1976).

The shared decision-making module was designed to

provide each school staff with a shared decision-making

experience. It gave an overview of various styles of

decision-making and provided an activity in which the

school staff had to arrive at a consensus decision. Several

handouts accompanying the module were provided for each

teacher ("Shared Decision Making," 1976).

The module depicting the school-system planning model was designed to clarify the planning process for teachers. It contained a discussion of the components of the planning model, discussed what had been done to date, and outlined the future direction of the school system ("High Point Planning Model," 1976).

The final planning module was designed to provide teachers with the experience of writing performance objectives. It utilized material from the State Department of Public Instruction. It also provided teachers with background information on how to write performance objectives ("Performance Objectives," 1976).

The planning modules listed a goal for each particular presentation. A form was also provided for teachers to evaluate the materials presented and the presentation itself.

Each evidence of bureaucratic characteristics related to a hierarchy of authority, a division of labor, the presence of rules, procedural specifications, increased specifications for uniformity of treatment, assumption of technical competence, procedures for determining quantifiable goals, and evaluation of performance was noted when the planning-session information was analyzed. During the 1975-1976 school year, the planning-session information reflected 65 instances of a division of labor, 21 instances of the presence of technical competence, and 17 instances indicating evaluation of performance. The results are recorded in Table 6. Examples

Table 6

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Planning Information

	Hypotheses							
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.	Tech. Compet.	Goal Def.	Eval. of Perf.
1972-1973	0	0	0	0	0	0	0	0
1973-1974	0	0	0	0	0	0	0	0
1974-1975	0	0	0	0	0	0	0	0
1975-1976	2	65	3	10	0	21	14	17
1976-1977	1	4	0	4	0	9	9	5

of the planning-session documents are included in this study
(See Appendix F).

Agenda of Principals and Central Staff Meetings
and Minutes of These Meetings

For the 1972-1973, 1973-1974, and 1974-1975 school years,
there were no written documents available to indicate that
principal or central staff meetings were held. This included
the absence of any agenda and minutes. However, during
the 1975-1976 and 1976-1977 school years, agenda and minutes
from principals and central staff meetings were available
and were analyzed.

In 1975-1976, there were three agenda and 12 sets
of minutes preserved as official school records. One
agendum was from a joint meeting of principals and central
staff and two agenda represented topics discussed at
principals meetings. Three sets of minutes recorded
important information from joint meetings of principals
and central staff while two sets of minutes were available
from principals meetings. The remaining seven sets of
minutes were from central staff meetings.

The agenda from principals meetings contained seven
and 12 items, respectively, while the agenda from the joint
meeting listed nine topics. The first two items on all
agenda provided an opportunity for principals and central
staff members to address the group or to register any
concerns. Administrative in-service, Health, Education and

Welfare directives, and policies and procedures for children
with special needs were topics of discussion. Other topics
included such items as the parent-volunteer program, legisla-
tion, cumulative folders, and future meeting dates.

The minutes from the principals meeting recorded
a July 8, 1975 meeting and a November 12, 1975 meeting.
In the July meeting, major topics included teacher orienta-
tion, new pupil registration, sanitation reports, health
certificates, personnel, school insurance, communication,
planning, reading textbook adoption plans, and information
on the summer principals conference.

The November principals meeting recorded a discussion
on the strengths of the school principals as a group and
the strengths of the school system. All discussion was
categorized under administration, curriculum, personnel,
or communications.

The minutes of the joint meetings recorded specific
topics discussed, decisions made regarding the topics, and
cited responsible staff members for follow-up while listing
timeline completion dates. Revision of the school-system
planning model, planning in-service, Federal projects, and
the school-system budget were some of the topics discussed.

The format for the minutes of the central staff meetings
consisted of individual staff member progress reports. Each
staff member briefly outlined his current work project,
giving an overview of progress to date and future plans.

Examples of topics discussed included vandalism on school property, discussed by the Assistant Superintendent for Buildings and Grounds, needs assessment plans, discussed by the Assistant Superintendent for Federal Programs, and a report on the stadium construction, discussed by the Director of Athletics. Other topics included the current status of furniture ordered, reported by the Purchasing Agent, and medical insurance coverage available, reported by the Chief Accountant.

For the 1976-1977 school year, there were 19 agenda and 13 sets of minutes preserved as official school records. Eight agenda described topics discussed at principals meetings and 11 agenda described topics discussed at central staff meetings. There were no agenda from joint meetings of principals and central staff. However, two sets of minutes recorded important information from two joint meetings of principals and central staff. Nine sets of minutes were available from principals meetings and two sets of minutes were available from central staff meetings.

The agenda from principals and central staff meetings listed four to 12 items. The first two items on all agenda provided an opportunity for principals and central staff members to address the group or to register any concerns. Staff development, planning, computer utilization, teacher evaluation, and Federal projects were some of the topics discussed in central staff meetings. Other topics included such items as redistricting, school-community relations,

budgeting, and board meeting information. Principal agenda items included such topics as parental access to information, follow-up from prior meetings, budget, and staff development.

Minutes from the principals meetings, central staff meetings, and joint meetings of both groups followed the same format. The topics discussed were listed and any action taken or decision made regarding the topics were included. The staff member primarily responsible for follow-up was listed, and a timeline specified.

Numerous items appeared in the principals minutes which were not included or previously discussed as agenda items. Discussions of test-data interpretation and validity of test scores, timetable changes for the writing of school objectives, plans for improved feedback, climate, and communication with teachers and parents, and summer in-service programs were recorded in the minutes of principals meetings. Other topics included attendance reporting, emergency procedures for handling bus breakdowns, travel pay for principals, planned visits to schools by County Commissioners, and registration for incoming seventh graders. Report card distribution, workshops for principals on exceptional children, the quality of teacher substitutes, student discipline, and new purchasing procedures were other topics recorded in the minutes.

The two available sets of minutes from the joint meetings of principals and central staff included such topics as an overview of planning, strategies for press releases on test data, and a discussion on accountability. Other topics recorded discussed staff changes, school insurance, professional leave, and the school food service program.

Minutes from central staff meetings recorded discussions related to community involvement and education legislation, a secretarial merit-pay committee, teacher evaluation, and the local budget. Other items discussed included available graduate programs for teachers, the preparation of teacher handbooks, and personnel matters.

Each evidence of bureaucratic characteristics related to a hierarchy of authority, a division of labor, the presence of rules, procedural specifications, increased specifications for uniformity of treatment, assumption of technical competence, procedures for defining quantifiable goals, and evaluation of performance was noted when the agenda and minutes of principals' and central staff meetings were analyzed. The agenda and minutes reflected 142 instances of a division of labor during 1975-1976 and 145 instances during 1976-1977. The results are recorded in Table 7. Examples of the agenda and minutes are included in this study (See Appendix G).

Table 7

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Agenda and Minutes

of Principals and Central Staff Meetings

| | Hypotheses | | | | | | | |
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.	Tech. Compet.	Goal Def.	Eval. of Perf.
1972-1973	0	0	0	0	0	0	0	0
1973-1974	0	0	0	0	0	0	0	0
1974-1975	0	0	0	0	0	0	0	0
1975-1976	10	142	4	8	0	6	5	2
1976-1977	29	145	3	22	0	11	9	10

Handbooks

As discussed in Chapter III, handbooks as official
school documents were classified as teacher handbooks,
secretarial handbooks, and principals' in-service hand-
books. The available handbooks were analyzed as a part
of this study.

Teacher handbooks were available for the 1972-1973,
1973-1974, 1974-1975, 1975-1976, and 1976-1977 school
years. The 1972-1973 Handbook for Teachers was 30 pages
in length and contained several pages of introductory
material. The members of the Board of Education were
listed as well as the personnel working in administration
and as instructional assistants. A daily schedule for the
school system and information on fees, tuition, and school
insurance were also included. Retirement policies, certif-
icate renewal information, National Teacher Examination
requirements, sick leave, and substitute teacher regulations
were present in the introduction. Requisitioning and
purchasing procedures were listed, along with a section on
health and a section on safety. In-service education and
membership in professional organizations were other topics
discussed. Additional major topics included information
on a code of ethics, parent-teacher associations, local
resources, janitorial services and maintenance, and school
attendance. A section on special education contained

information on educable, trainable, speech-impaired and gifted students. Pupil control, permanent records, promotional policies, homework, and grading and reporting to parents were also discussed in the 1972-1973 teacher handbook.

The 1973-1974 Handbook for Teachers was 34 pages in length. It followed the same basic format as the handbook for the previous year. All sections of the handbook were titled exactly as the year before, except in 1973-1974, "A Code of Ethics" was deleted and one section was re-titled "Parent-Teacher Cooperation" in lieu of Parent-Teacher Associations. The 1974-1975 Handbook for Teachers was identical in format and content to the 1973-1974 handbook.

The topics discussed in the 1975-1976 handbook were similar to the topics included in the 1973-1974 and 1974-1975 handbooks. There were only minor editing changes and one major revision. The revision pertained to National Teacher Examination regulations which became effective July 1, 1975 and legislation to establish a new class certification for those persons who failed to meet minimum requirements.

The 1976-1977 Handbook for Teachers was a departure from the previous handbooks analyzed for the five-year period. Although similar to past handbooks in many content areas, overall it was much different. The 1976-1977

handbook was divided into five major sections. These
sections included General Information, Time, Personnel
Concerns, Carrying Out Duties, and Federal Programs.

The section on "General Information" was similar in
content to that of past handbooks. It included introductory
remarks from the Superintendent, the School Board roster,
and a directory of administrative and supervisory personnel.
Included in this section also was an explanation of secondary
school principalships and a non-discriminatory policy.

The section on "Time" provided information in three
areas: the yearly school calendar, the daily schedule, and
meetings.

There were several subheadings under the "Personnel
Concerns" section. These included information for teachers
in the areas of certificate renewal, employment practices,
salary information, health information, leave of absence,
professional growth opportunities, and retirement information.

The "Carrying Out Duties" section was also similar to
its counterpart in earlier handbooks. This section
contained information necessary for the opening of school,
such as cost of student fees, tuition, accident insurance,
and fire drill procedures. School record keeping, classroom
management responsibilities, promotional policies, health
services, safety information, homework policies, the testing
program, and instructional resources were also discussed

in this section. Requisitioning and purchasing procedures, and building maintenance were included.

The final section of the 1976-1977 handbook contained information on Federal programs in operation within the system. The title and explanation of each of the seven programs in operation during 1976-1977 were present.

The secretarial handbook consisted of loose leaf pages in a notebook binder. It was formulated jointly between the offices of the Associate Superintendent for Instruction and the Assistant Superintendent for Personnel, who is now titled the Associate Superintendent for Personnel.

The procedure used in formulating the secretarial handbook prevented a comparison of handbooks for the five-year period even though secretarial handbooks had been available and utilized in the school system since 1964.

The format for secretarial handbooks eliminated the retention of copies of the handbooks from past years. Instead, each school year the loose leaf pages that did not apply to secretarial procedure for that year were simply removed, and new pages were added as they were needed. The official name of the secretarial handbook analyzed was the Handbook for School Offices. The handbook was divided into the following major sections:

Calendar

Directory

Financial Records

Fire Drills

Health

Insurance

Inventories

Lost and Found

Public Relations

Pupil

Purchasing

Reports

School Board Regulations

Staff

Telephone

Tests

The "Calendar" section consisted of a month-by-month breakdown of the school year. It contained specific dates when school employees were scheduled to report for work. Special attention was given to the first and last teaching day of each school month, pupil registration day, evaluation, and parent conference and planning days. All vacation days and holidays were specifically noted. Also included was a school calendar summary and a special note on days that might be lost due to snow.

A directory of all professional staff members, cafeteria managers, janitors and maids is published yearly. The

"Directory" section provided the school secretary with information on how to supply the personnel office with the necessary information for the directory.

The "Financial Records" section contained information regarding the appointment of a school secretary to the position of school treasurer. Reference was made to the school depository and the General Statutes of North Carolina that relate to changes in the position of treasurer and in the school depository. Also contained in this section was a general discussion of an accounting system that supposedly would provide accurate information on the various financial transactions of individual schools. A listing of the specific records kept by the treasurer of each school, forms for completing the monthly financial statement, forms for reporting receipts from students, and a copy of board policy relating to building rental was included in this section.

In the "Fire Drill" section, secretaries were reminded of the legal requirement of at least one fire drill per month. Secretaries were also provided with recommendations for conducting fire drills in the absence of the principal and with directions on how to complete the monthly fire drill reports.

In the "Health" section of the secretarial handbook, secretaries were provided with information regarding procedures for completing the Health Examination Certificate. The

certificates are filed annually in the Superintendent's office. Procedures for helping staff members set up appointments for health examinations, as well as a copy of the examination certificate itself, were included in the handbook.

The second portion of this section contained relevant information on student immunizations. This included an overview of required records to be kept, a copy of the student health card, and a brochure on communicable diseases.

The "Insurance" section provided secretaries with information regarding availability, cost, and procedure for securing school accident insurance. Eligibility explanations for Workmen's Compensation, the Disability Salary Continuation Plan, and hospital and medical benefits were discussed.

The "Inventories" section contained instructions for keeping an up-to-date inventory of all instructional materials, classroom equipment, supplementary books, audio-visual aids, and general supplies. Forms and explanations of how to complete them were provided in this section of the handbook.

Procedural specifications for disposition of lost and found articles were discussed in the "Lost and Found" section. Recommendations for the use of identification tabs and the handling of unclaimed articles were also included.

The importance of strengthening and enhancing the prestige of the school office, the school, and the position of school secretary were discussed in the "Public Relations" section. There was special reference to the importance of greeting school visitors positively and of preventing indiscriminate pupil and teacher interruptions.

In the section of the secretarial handbook labeled "Pupil," instructions and explanations were provided for handling absences, attendance record keeping, the cumulative record envelope, the emergency information form, fees, registration, transcripts, and tuition. Examples of the forms were included.

The "Purchasing" section of the handbook contained information regarding the spending of money in the school unit's budget. The procedure for completing requisitions was outlined.

Explanations on the types of reports to be completed by the school secretary and copies of the reports were contained in the "Reports" section. Reports on attendance, textbook reports, budget, end of the year, fire inspection, payroll, and reports on field trips taken by pupils were found in this section.

The "School Board Regulations" section contained information on school board policy that applied to school personnel.

The retirement policy, sales and solicitations, and regulations on payroll deductions for contributions were included.

In the "Staff" section, procedures were discussed for completing the school payroll. The proper coding of staff member absences, leave request forms for both teachers and 12-month employees, and explanations of the salary schedule for teachers and secretaries were included in this section. Sick leave, substitute-teacher regulations, and information on the State Employees' Retirement System were included.

The "Telephone" section contained general recommendations for answering the telephone. Such items as pupil access to the telephone and telephone etiquette were discussed. Included in this section were instructions for completing the telephone report which was applicable to long-distance calls made by the principal and other authorized personnel.

The final section of the secretarial handbook, "Tests," contained recommended procedures for the routine handling of test materials for teachers. Special reference was made to the confidentiality of test-data results and to the internal office processing of records.

A search of official school documents revealed a total absence of any written information regarding the in-service of principals for 1972-1973, 1973-1974, 1974-1975, and 1975-1976 school years. However, a Principals' In-Service Handbook was available for the 1976-1977 school year.

The in-service staff development outlined in the
Principals' In-Service Handbook was conducted in July,
1976. An inspection of the material provided an overview
of the planning process and the writing of performance
objectives. Specific planning information utilized by the
system will be discussed later in this chapter.

The handbook contained introductory materials, including
the mission statement for the school system, a citizens
ranking of the importance of educational goals and their
opinion of how well the schools were accomplishing the goals.
A review of planning activities and information on how to
conduct a goal analysis was provided. The following steps
were outlined: establish goals, identify performance indicators,
sort, write objectives, and test for completeness. Particular
emphasis was placed on the writing of performance objectives.
Included in the handbook were sample performance objectives
written by other local education agencies.

A portion of the in-service time was spent interpreting
the planning process and relating the establishment of goals,
needs assessment, performance objectives, and strategies to
the process. Illustrations on how objectives exist at many
levels within the organization were included in the handbook.
Problem-solving techniques and functions in task-oriented
groups were discussed in relation to group-task accomplish-
ment. Following the presentation of the materials in the handbook,
practice exercises were provided for individual check-ups.

Each evidence of bureaucratic characteristics related
to a hierarchy of authority, a division of labor, the
presence of rules, procedural specifications and specifica-
tions for uniformity of treatment was noted when the handbooks
were analyzed. During 1972-1976, the handbooks reflected
three instances of a hierarchy of authority, 10 instances
of a division of labor, six instances of the presence of
rules, and 41 instances of the presence of procedural
specifications for each of the years. In 1976-1977, the
handbooks reflected 11 instances of a hierarchy of authority,
16 instances of a division of labor, five instances of the
presence of rules, and 109 instances of the presence of
procedural specifications. The results are recorded in
Table 8. Sample pages from the handbooks are included in
this study (See Appendix H).

Table 8

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Handbooks

	Hypotheses				
School Years	Hier. of Auth.	Div. of Labor	Pres. of Rules	Proced. Spec.	Unif. of Treat.
1972-1973	3	10	6	41	0
1973-1974	3	10	6	41	0
1974-1975	3	10	6	41	0
1975-1976	3	10	6	41	0
1976-1977	11	16	5	109	0

Evaluation Documents

Prior to the 1975-1976 school year, the only available written evaluation document in the school system was a one-page rating sheet utilized by some administrators on an irregular basis for teacher evaluation. The document requested that the evaluator rate the teacher as "acceptable," "acceptable with reservations," or "unacceptable."

During the 1975-1976 and 1976-1977 school years, this document was used by all principals to evaluate all teachers. In an effort to improve the evaluation process, a system-wide teacher evaluation committee composed of teachers and administrators was appointed by the Superintendent during the 1976-1977 school year. This committee was to recommend to the Board of Education a new instrument and procedure for teacher evaluation. The work of this committee was reviewed through June, 1977 and included in this study.

Specifically, the Teacher Evaluation Planning Committee was nearing completion of its task in June, 1977. The proposed new teacher evaluation instrument contained a statement of philosophy of teacher evaluation, an overall purpose, specific purposes, the steps in the teacher evaluation process, and a timetable for accomplishment. The proposed instrument also included a section on evaluating unsatisfactory teacher performance, optional work-plan forms, observation reports, and a summary evaluation report. The final section

of the proposed instrument contained explanations and definitions of the evaluative criteria used in teacher evaluation.

Prior to 1975-1976, there was no written evidence of formal evaluations on principals and central staff. However, during the 1975-1976 and 1976-1977 school years, evaluations were conducted of all principals and central staff by the Superintendent. No uniform document was utilized, but rather, an attempt was made to reach mutually agreed-upon objectives by the Superintendent and the evaluatee. The desire for a more appropriate evaluation procedure for administrative personnel resulted in the appointment of a planning committee to study administrator evaluation procedures. The committee completed its recommendations for a new instrument and procedure during the 1976-1977 school year. The instrument and procedure were adopted.

The procedure states the purpose of evaluation, explains who evaluates whom, and details how evaluations are made. Included in the document are a discussion on frequency of evaluations, a timetable for completion of evaluations, and a procedure for determining needs and formulating objectives and action plans. Specific references are made to evaluating unsatisfactory performance, conducting evaluation conferences, and completing the summative evaluation report.

During 1975-1976, the school system requested an evaluation study of school clerical jobs. The study was conducted by the State Department of Public Instruction. The purpose of the study was to determine equitable pay for various classes of work and then to adjust individual employee salaries accordingly. Written descriptions of work activities were prepared by each employee and reviewed by an immediate supervisor. An analysis of the information collected was done to determine the difficulty of work and skills needed to perform the work. According to the job-study evaluation document, the individual positions which were sufficiently alike were grouped into classes and a salary schedule was developed. This procedure included regular written evaluations of those in clerical positions; the clerical evaluation form listed those qualities thought to be desirable and provided the evaluator with a "high" to "low" rating system. Written clerical evaluations were conducted in 1975-1976 and 1976-1977.

Also, during the 1976-1977 school year, the Director of Transportation conducted a written evaluation of the use of activity buses. Principals were asked to complete a written report of problems and to offer suggestions regarding the use of the buses. Principals were urged, in writing, to talk with teachers, secretaries, bus drivers, mechanics, and bus supervisors before returning the evaluation report.

Each evidence of bureaucratic characteristics related
to assumption of technical competence, procedures for defining
quantifiable goals, and quantitative evaluation of performance
was noted when the evaluation documents were analyzed. During
1972-1975, the evaluation documents reflected one instance
of the presence of technical competence for each of the years.
In 1975-1976, there were nine instances of the presence of
technical competence, one instance of the presence of goal
definition, and one instance of the presence of evaluation
of performance. During 1976-1977, there were nine instances
of the presence of technical competence, five instances of
the presence of goal definition, and seven instances of the
presence of evaluation of performance. The results are
recorded in Table 9. Examples of the evaluation documents
are included in this study (See Appendix I).

Table 9

Simple Frequency Distribution of Bureaucratic

Characteristics Found in Evaluation Documents

School Years	Hypotheses		
	Tech. Compet.	Goal Def.	Eval. of Perf.
1972–1973	1	0	0
1973–1974	1	0	0
1974–1975	1	0	0
1975–1976	9	1	1
1976–1977	9	5	7

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

FOR FURTHER STUDY

Summary and Conclusions

In 1972-1975, the minutes of the Board of Education meetings, memoranda, and handbooks provided documentation for the presence of a hierarchy of authority. The analysis of these documents indicated that for the three year period the greatest number of times that characteristics of a hierarchy of authority could be determined to be present was 48 in 1974-1975 (See Table 10).

Table 10

Simple Frequency Distribution of Bureaucratic

Characteristics Found in School Documents

1972-1977

	1972-1973	1973-1974	1974-1975	1975-1976	1976-1977
Hierarchy of Authority (H_1)	41	34	48	89	189
Division of Labor (H_2)	23	23	19	336	353
Rules (H_3)	13	13	7	18	32
Procedural Specifications (H_4)	49	44	42	84	356
Specifications for Uniformity of Treatment (H_5)	10	6	6	14	23
Assumption of Technical Competence (H_6)	1	1	1	36	29
Procedures for Defining Quantifiable Goals (H_7)	0	0	0	20	23
Procedures for Defining Quantitative Evaluation of Performance (H_8)	0	0	0	20	22

With the implementation of comprehensive planning and
management by objectives in 1975-1977, there was an increase
in the presence of written documents which indicated the
existence of a hierarchy of authority. The minutes of
the Board of Education meetings, organizational charts,
memoranda, written policies and procedures, planning session
information, agenda from principals and central staff
meetings, and handbooks provided evidence of characteristics
related to a hierarchy of authority. In 1975-1976, there were
89 instances of the presence of characteristics related to
a hierarchy of authority, and 189 instances in 1976-1977
(See Table 10).

The minutes of the Board of Education meetings and
handbooks were the only documents analyzed which indicated
the presence of a division of labor in 1972-1975. Twenty-
three was the greatest number of times that characteristics
indicating the presence of a division of labor could be
determined to be present for the three year period. In
both 1972-1973 and 1973-1974, there were 23 indications of
the presence of a division of labor (See Table 10).

The presence of a division of labor for the 1975-1976
and 1976-1977 school years increased significantly with the
implementation of comprehensive planning and management by
objectives. Analysis of the minutes of the Board of Education

meetings, organizational charts, memoranda, written policies and procedures, planning-session information, agenda from principals and central staff meetings, minutes from principals and central staff meetings, and handbooks provided 336 indications of the presence of a division of labor in 1975-1976 and 353 indications in 1976-1977 (See Table 10).

Following the implementation of comprehensive planning and management by objectives, the presence of written rules in the school system was not significantly changed although there was some increase. In 1972-1975, analysis of the minutes of the Board of Education meetings and handbooks provided evidence of a high of 13 instances of the presence of written rules in both 1972-1973 and 1973-1974 (See Table 10).

The school documents analyzed which indicated the presence of rules in 1975-1977 included the minutes of the Board of Education meetings, memoranda, written policies and procedures, planning-session information, agenda from principals and central staff meetings, minutes from principals and central staff meetings, and handbooks. In 1975-1976, there were 18 indications of the presence of rules,and in 1976-1977,there were 32 indications (See Table 10).

Written procedural specifications were present for
each year of the five years included in the study. Again
in 1972-1975, the minutes of the Board of Education meetings
and handbooks provided documentation for the presence of
procedural specifications. The greatest number of times
that characteristics of the presence of procedural specifica-
tions could be determined prior to comprehensive planning
and management by objectives was 49 in 1972-1973 (See
Table 10).

With the implementation of comprehensive planning and
management by objectives, it was determined that 84 instances
of the presence of characteristics related to procedural
specifications was present in 1975-1976, and 356 instances
were present in 1976-1977 (See Table 10). These data
were obtained from the analysis of the minutes of the Board
of Education meetings, memoranda, written policies and
procedures, planning-session information, agenda from
principals and central staff meetings, minutes from principals
and central staff meetings, and handbooks.

Impersonality or specifications for uniformity of treat-
ment was difficult to document. Hall stated that impersonality
was to be viewed as "the extent to which both organizational
members and outsiders are treated without regard to individual
qualities." Although members of the school organization spent

much time in in-service activities on organizational climate,
group process, and internal and external communication, there.
were few indications of specifications for uniformity of
treatment. It should be noted that those indications shown
in Chapter III are the results of the opinion of the author
in accord with the related literature. In 1972-1973, 10
characteristics of the presence of specifications for uniformity
of treatment were identified in the minutes of the Board of
Education meetings. The 10 characteristics were the greatest
number determined for any one year prior to comprehensive
planning and management by objectives (See Table 10).

In 1975-1977, analysis of the minutes of the Board of
Education meetings, memoranda, and written policies and
procedures suggested the presence of characteristics related
to specifications for the uniformity of treatment. Fourteen
instances of characteristics were determined to be present
in 1975-1976, and 23 instances in 1976-1977 (See Table 10).

Analysis of planning-session information, agenda from
principals and central staff meetings, minutes from principals
and central staff meetings, and evaluation documents provided
data on the presence of characteristics related to assumption
of technical competence. In 1972-1975, there was only one
instance that could be documented which indicated assumption
of technical competence. However, with the implementation

of comprehensive planning and management by objectives, 36 instances of characteristics were determined to be present in 1975-1976, and 29 instances in 1976-1977 (See Table 10).

There was a complete absence of any written information pertaining to the presence of specifications for defining quantifiable goals during 1972-1973. However, with the implementation of comprehensive planning and management by objectives there was an increase in the presence of such characteristics. Analysis of the planning session information, agenda from principals' and central staff meetings, minutes from principals' and central staff meetings, and evaluation documents provided evidence of 20 instances of characteristics related to specifications for defining quantifiable goals in 1975-1976 and 23 instances in 1976-1977 (See Table 10).

In 1972-1975, prior to the implementation of comprehensive planning and management by objectives, there was a complete absence of any written procedure for defining quantitative evaluation of performance. However, analysis of the planning-session information, agenda from principals and central staff meetings, minutes from principals and central staff meetings and evaluation documents indicated the presence of 20 instances of characteristics in 1975-1976 and 22 instances in 1976-1977 (See Table 10).

All indications of bureaucratic characteristics found in the analysis of the official school documents are recorded

in Table 10. It was determined that with the implementation
of comprehensive planning and management by objectives, there
was evidence of increased hierarchy of authority, of increased
division of labor, of increased presence of rules, of increased
procedural specifications, of increased specifications for
uniformity of treatment, of increased assumption of technical
competence, of increased procedures for defining quantifiable
goals, and of increased quantitative evaluation of performance.

Recommendations for Further Study

It was determined that one outcome of implementing
comprehensive planning and management by objectives was
increased bureaucratization within the school organization.
The results of this study, the review of the related
literature on management by objectives, and the presence
of documented teacher unrest in the school system studied
have induced several recommendations for further study.
These include:

1. Other school systems have implemented comprehensive
planning and management by objectives. Have these school
systems undergone similar changes of increased bureaucratiza-
tion? What were the effects when the superintendency
remained constant? What were the effects when the superin-
tendency changed?

2.   What would be the effects of bureaucracy in the
school system studied when viewed in terms of a longitudinal
study?

3.   Assuming the requirements for superintendent's
certification have remained similar over the years in
North Carolina, to what can the difference in managerial
styles of the two administrations studied be attributed?

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in central america. Madison: Tne University of

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    Principals, 1973.

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    Harvard Business Review, 1970.

APPENDIX A

CHARACTERISTICS OF BUREAUCRACIES

CHARACTERISTICS OF BUREAUCRACIES

Weber, Max The Theory of Social and Economic Organization
translated by Henderson and Parsons, The Free Press
of Glencoe, New York, 1964, p.328.

1. rational legal authority - the right to exercise
    authority based on position
    A. specific delineation of power
    B. fixed salary
    C. hierarchy of authority
    D. fitness for office as determined by
        technical competence
    E. organization as governed by rules and
        regulations
2. can infer that organization is stable, precise,
    stringent in discipline, reliable, superior in
    intensive efficiency and scope of operations;
    capable of application to all kinds of administra-
    tive tasks

Hall, Richard H. "The Concept of Bureaucracy: An Empirical
Assessment," American Journal of Sociology, July, 1963,
p.33.

1. a division of labor based upon functional
    specialization
2. well-defined hierarchy of authority
3. a system of rules governing the rights and
    duties of positional incumbents
4. a system of procedures for dealing with work
    situations
5. impersonality of interpersonal relations
6. promotion and selection for employment based
    upon technical competence

Merton, Robert K. "Bureaucratic Structure and Personality,"
in Social Theory and Social Structure, 1957, pp.195-206.

1. disruption in goal achievement of organizational
    participants
2. encourages rigid adherence to rules and regulations
    for their own sake which may displace primary
    goals of the organization

Selznick, Phillip TVA and The Grass Roots, 1949.

    1. delegation of authority
    2. maintenance of the organization as an adaptive
        cooperative system

Gouldner, Alvin W. Patterns of Industrial Bureaucracy, 1954.

    1. forms of autocratic leadership and control which
        may have dysfunctional consequences for the
        organization

Litwak, Eugene "Models of Bureaucracy Which Permit
    Conflict," American Journal of Sociology, September,
    1961, p.179.

    1. productivity is the major objective and
        organizational activities become routine
    2. horizontal patterns of authority
    3. minimal specialization
    4. mixture of decisions on policy and administration
    5. limitation of duty and privileges to a given office
    6. personal rather than impersonal relations
    7. a minimum of general rules

Porter & Lawler Managerial Attitudes and Performance,
    1968, p.99.

    1. de-emphasizes the human element, particularly
        capriciousness, and stresses the formal structure
        of positions and established procedures

Hower & Lorsch "Organizational Inputs," in John A. Seiler,
    Systems Analysis in Organizational Behavior, 1967,
    p.168.

    1. narrow span of control
    2. many levels of authority
    3. low ratio of administrative to production personnel
    4. short range of time span over which an employee
        can commit resources
    5. high degree of centralization in decision making
    6. low proportion of persons in one unit having
        the opportunity to interact with persons in
        other units
    7. high quantity of formal rules
    8. high specificity of required activities
    9. instructions and decisions on content of communica-
        tions
   10. wide range of compensation
   11. wide range of skill levels
   12. low knowledge-based authority
   13. high position-based authority

Kast & Rosenzweig <u>Organization and Management: A Systems
Approach</u>, 1974, p.303.

1. effects of institutionalization
2. immune to changes in personnel

Thompson, Victor <u>Modern Organizations</u>, 1961.

1. routinization
2. strong attachment to subgoals
3. impersonality
4. categorization
5. resistance to change
6. bureaucrats exhibit:
   A. excessive aloofness
   B. ritualistic attachment to routines and
      procedures
   C. resistance to change
   D. insistence upon rights of authority and status
   E. activities which satisfy personal needs,
      i.e., the exercise of authority downward
   F. personal insecurity and anxiety
7. standards are objectively measurable, but decrease
   as one mounts the hierarchy until they become
   largely subjective
8. increasing concentration of success-hungry people
   in the upper reaches of the hierarchy - "strong
   status needs and anxiety in the automation conformity"
9. executive positions are diverted to specialists;
   dependent on subordinate and non-subordinate
   specialists for the achievement of organizational
   goals
10. insecurity creates greater need for control
11. insistence on full rights of superordinate role,
    i.e., "close supervision"
12. insensitivity to needs of clients

Hampton, Summer, & Webber <u>Organizational Behavior and
The Practice of Management</u>, 1973, p.616.

1. specific goals
2. close measurement of performance
3. abundant rules
4. clear-cut procedures
5. close supervisory enforcement of rules
6. associated with effective task performance and
   high levels of individual satisfaction when
   employed to regulate tasks which are routine,
   repetitive and predictable and whose accomplish-
   ment require close interdependence where deviation
   must be kept within narrow tolerances

Zaleznik, Abraham "Power and Politics in Organizational Life," <u>Harvard Business Review</u>, 1970.

    1.   inability to separate the vital from the trivial
    2.   latent function of bypassing conflict
    3.   seldom brings together power and vital issues which make organizations dynamic

Hampton, Summer, & Webber Chapter 11, "Managing Organizational Conflict," p.757.

    1.   provisions for difficult decisions through a judicial/bureaucratic, hierarchical structure; persons are defined to make certain difficult and sometimes unpopular decisions by authority of their positions
    2.   formal authority of managers
    3.   rigidity

Marrow, Bowers, & Seashore <u>Management by Participation</u>, 1967, p.249. HD31 M299.

    1.   rules that create feelings of humiliation because of forced helplessness brought on by authoritarian practices

Thompson, Victor A. <u>Bureaucracy and Innovation</u>, 1969. JF 1341 T53.

    1.   organizations producing goods or services p.3
    2.   reflect the growth of technical knowledge and specialized expertise associated therewith
    3.   results from a particular set of culturally determined and transmitted relations between superior and subordinate roles
    4.   a set of decisional rules based on the classical theory of rational choice
    5.   great inequality among organization members in social standing and abilities and a corresponding inequality in contributions and rewards p.15
    6.   a very simple technology readily within the grasp of single individuals p.15
    7.   a great hierarchy of superior-subordinate relations in which the person at the top is assumed to be omniscient, issues the general order that initiates all activity p.15
    8.   complete discipline ensuring commands are faithfully obeyed p.16
    9.   reports on the carrying out of orders and results obtained flow upwards where they are compared with top management's intentions p.16

10. as a result of comparison, orders are modified again, flow down the line and the cycle is repeated p.16

11. to assure predictability and accountability each position is narrowly defined as to duties and jurisdiction p.16

12. matters that fall outside the narrow limits of the job are referred upward until they come to a point where there is sufficient authority to settle the matter p.16

13. the organization is conceived to be a tool of an "owner" and the "owner" is duplicated on a smaller scale at each hierarchical level p.16

14. system is monocratic because there is only one point or source of legitimacy p.16

15. conflict cannot be legitimate so the organization does not need formal legitimate bargaining and negotiating devices p.16

16. coalition and other conflict-settling activities take place in the penumbra of illegitimacy p.16

17. a system of boss-man roles; individual role-playing p.17

18. communication - "going through channels" p.17

19. oriented toward control, predictability, reliability p.17

20. the programming of activities into routines to the greatest extent possible p.17

21. the fixing of responsibilities by avoiding all overlapping and duplication p.17

22. centralized control over all resources p.17

23. iron discipline from the top down, enforced by the centralized administration of extrinsic rewards and deprivation p.17

24. control can be only through extrinsic rewards such as money, power, status, because it demands the undifferentiated time and efforts of its members in the interest of its owner's goals p.17

25. there is no place for "joy in work" p.17

26. the top man is the only one who can innovate p.17

27. managerial or hierarchical positions are bartered off as rewards for docility and compliance p.17

28. extrinsic reward system administered by hierarchy of authority, stimulates conformity rather than innovation p.18

29. the more success one attains, the "higher" one goes, the more vague and subjective becomes the standards by which one is judged; eventually only safe posture is conformity p.19

30. the opportunity for growth is under the control of arbitrary authority and so is the work they are asked to perform p.19

31. the organization claims a right to their undifferentiated time and effort even though it is not likely to press this claim to the extreme, e.g., asking an engineer to do janitorial work p.19

32. strong orientation toward production interests p.20; this results in:
    A. overspecification of human resources
    B. organizations composed of unskilled or semi-skilled employees, both blue and white collar
    C. roles of these people were to carry out procedures within the organization that hired them
    D. no special preparation beyond reading and writing was required

33. organization divided into "management" and "labor"

34. characteristics of the white-collar or semi-skilled, the office worker, the desk worker
    A. work is determined by organization rather than by extensive pre-entry preparation
    B. interorganizational mobility of the desk classes declines with time
    C. they become dependent upon organization for status and function
    D. morale of desk classes is one of extreme dissatisfaction
    E. promotion results in overrequirements of qualifications
    F. easily recognized mental and emotional condition called "bureaucratic orientation"

35. novel solutions using resources in a new way are likely to appear threatening p.22

36. organization is political minded, i.e., it is more concerned with the internal distribution of source and status than with the accomplishment of organizational goals p.22

37. there are many lines of defense for blocking new activities from communication system if necessary

38. the introduction of technical innovative activities into modern organizations is accomplished by means of segregated units often called Research and Development units

39. the organization seems to factor its activities into narrow, single-purpose, exclusive categories and to assign these to subunits composed of superiors and subordinates

40. strong personal identification with the particular subunit usually emerges; members tend to care less about what other units are doing; when work is completed in one unit, its handed over and becomes "somebody else's baby" - facilitates buck passing

41. extrinsic rewards are to be conferred or denied
and even withdrawn according to successes or
failures within jurisdiction p.26
42. new ideas are speculative and dangerous to
personal goals of power and status p.27
43. decisions are to be made by the man at the top
with a few trusted staff aides p.50

Strauss   The Ruling Servants, 1961.   JF 1351 586.
    Bureaucracy in Russia, France, Britain.

1. citizen is a producer and a member of a large
company that does not tell him its policy p.20
2. social groups or economic class is the primary
social force behind large organizations; they
define purpose and function p.23
3. social groups or economic class may not be fully
understood or accepted by all individuals to
whom the influence of the organization extends p.27
4. large number of geographical subdivisions p.29
5. structure of officials who are as a rule not in
direct contact with the social environment of the
organization p.30
6. officials in charge of large areas are in a position
of authority over those in charge of smaller areas
which implies they have power of making decisions
concerning the behavior of their subordinates in
the expectations of being obeyed by them p.30
7. there is a double chain linking each level with
the one above and the one below; a chain of authority
from the apex to the base of the pyramid and a
chain of responsibility from the base to the
apex p.30
8. a large part of the official existence of the
officers (high level) consist of the direction
and control of other parts of the organization
and of the decisions on the ways and means of
giving effect to the purposes of the organization
p.31
9. lower and middle levels of the pyramid tend to
supervise work of subordinate officials while
top-ranking officials are mainly concerned with
policy making, i.e., "the grand strategy" pp.31-32
10. specialist soon prove their superiority over the
"good all-rounder" p.32
11. departments are to some extent autonomous in
carrying out special tasks p.37
12. group management via conferences and committees
p.38
13. conflicts between committees are referred to
higher levels p.38

14. decision of administrative cases by precedent is deeply routed in the structure of the whole system p.42
15. red tape, i.e., delay, buck-passing, pigeon-holing, indecision p.47
16. procrastination
17. use of forms for simplifying or speeding up p.50
18. duplication p.54
19. departmentalism p.56

Jacoby, Henry The Bureaucratization of the World, 1969.
    JF 1341 J313.

1. man is controlled and directed by central agencies; he seems to depend on this control p.1
2. centralization of functions p.1
3. accumulation of power p.1
4. specialization or division of labor p.15
5. an executive head concentrates and distributes power p.31
6. a continuous operation of regulated official functions involving authority to assign and define their limits p.66
7. subordination of all social relationships to administrative regulations p.133

Berkley, George E.   The Administrative Revolution, 1971.
    JF 1411 B 37.

1. posts are created and handed out on the basis of fixed principle and functional capabilities p.8
2. fosters continuity, discretion, unity, strict though impartial subordination, reduction of function, reduction of material and personnel costs, and knowledge of the files p.8
3. its dehumanizing, eliminating love, hatred, purely personal, material, and emotional elements p.8
4. division of labor or specialization p.8
5. work distributed to subunits in an orderly and regular manner p.8
6. decisions are made according to the "book" p.9
7. hierarchical structure p.9
8. no higher office can tyrannize its subordinate, but can hold it responsible for carrying out its fixed allotment of duties
9. officials are chosen on the basis of technical knowledge; once chosen they will not leave because of a change in leadership or political control; work will constitute a career and advancement to a higher post will be through an impartial system p.9

10. system of promotion usually based on a combination of performance and seniority p.9
11. authority designed to flow smoothly downward but often gets dammed up at one point and spills over at some other point p.20
12. too much material to be communicated

Cohen, Harry The Demonics of Bureaucracy, 1965. JF 1501 C6.

1. impersonal force p.5
2. hierarchy of specialized, salaried, career-oriented administration p.5
3. impersonal application of rules p.6
4. efficient, predictable, fast pp.7-8
5. Weber's characteristics condensed by Blau:
   A. regular activities required for the purposes of the structure are distributed in a fixed way
   B. specified sphere of competence marked as a part of a systematic division of labor
   C. the official is subject to strict and systematic discipline and control in the conduct of his office
   D. operations are governed by a consistent system of abstract rules
   E. each lower office is under control of a higher office
   F. officials are subject to authority only with respect to their impersonal official obligations
   G. candidates for positions selected on the basis of technical qualifications; in most cases determined by examinations or certifying diplomas; appointed not elected
   H. being a bureaucratic official constitutes a career; a system of promotion based on seniority or achievement or both pp.13-14
   I. goal displacement p.16
   J. emphasis on rationalization, routinization of tasks, emphasis on rules p.221

Thompson, Victor A. Without Sympathy or Enthusiasm, 1975.
    JF 1411 T56.

1. separation of a person and an office p.9

Kharasch, Robert N. The Institutional Imperative, 1973.
    JF 1501 K45.

1. prescribed pattern of activity for those who are members of the institution p.12
2. institutional action is recognizable because institutional machinery has functioned

3. institutions require work to survive p.16
4. every action or decision must be intended to keep the institutional machinery working p.24
5. when you accept institutional action as more important than personal beliefs you are a part of the institution p.33

Niskanen, William A., Jr. Bureaucracy and Representative Government, 1971. JF 1501 N55.

1. most bureaucracies supply public services p.9
2. specialization of services that are more related in production than in use p.197
3. attempts to monopolize the supply of goods and services p.197

Gawthrop Bureaucratic Behavior in the Executive Branch, 1969. JF 1351 G33.

1. jurisdiction is precisely fixed by operating rules and regulations p.2
2. bureaucratic structures are hierarchically organized on the basis of a firmly established pattern of superior-subordinate relationships
3. the internal operation or management is accomplished through the transmission of intraorganizational communications, decisions, and directions, in the form of written documents, which are preserved as permanent records of the organization
4. officials must reflect a high degree of administrative specialization and expertise not only concerning these specific functional responsibilities, but also concerning the operating rules, regulations, and procedures of the organization itself p.2
5. top-level policy makers become almost totally dependent upon information collected and prepared by others who are not a part of the formal-policy-making process p.4
6. the organization's system of graded authority will become increasingly structured in order to insure that at any given time individual responsibility and accountability can be precisely pinpointed p.6
7. simplification of complex tasks p.8

Robson, William A. The Governors and the Governed, 1964. JF 1525 P8R6.

1. uses impartial methods of recruitment p.17
2. seeks to promote according to merit rather than for political or personal reasons p.17

    3.   administers on the basis of rules, precedents and public policy rather than on grounds of personal feelings p.17

    4.   it tries to formulate quantitative measures of performance p.17

    5.   it aims at consistency of treatment in its dealings with the public p.17

    6.   communication becomes difficult because of the increased complexity and technicality of what needs to be communicated p.35

Von Mises, Ludwig <u>Bureaucracy</u>, 1969. UF 1351 V6.

    1.   delegation of power p.5

    2.   totalitarianism – the subordination of every individual's whole life, work and leisure to the orders of those in power and office p.17

    3.   manager's main concern is to comply with rules and regulations no matter whether they are reasonable or contrary to what was intended, i.e., "abide by codes and decrees" p.41

    4.   management in strict accordance with the budget p. 43

    5.   management bound to comply with detailed rules and regulations fixed by the authority of a superior body p.45

La Palombra <u>Bureaucracy and Political Development</u>, 1963. JF 1351 L 12.

    1.   specialized highly differentiated administrative roles p.49

    2.   recruitment on the basis of achievement (measured by examination) rather than ascription p.49

    3.   placement, transfer, and promotion on the basis of universalistic rather than particularistic criteria p.49

    4.   administrators who are salaried professionals who view their work as a career p.49

    5.   administrative decision making within a rational and readily understood context of hierarchy, responsibility, and discipline p.50

    6.   fragmentation of existing social order, i.e., one individual endowed with exceptional sanctity, established the normative patterns for all p.269

    7.   exercises of control on the basis of knowledge p.270

    8.   a clearly defined sphere of competence subject to impersonal rules p.270

    9.   a hierarchy which determines in an orderly fashion relations of superiors and subordinates p.270

  10.   a regular system of appointments and promotions on the basis of free contract p.270

11. recruitment on the basis of skills, knowledge, or technical training
12. fixed salaries p.270

Wright, Freeman J. Bureaucracy and Political Development: An Application of Almond and to Latin America, 1970. JF 51 A5 7W7.

1. the emergence or creation of structures or increased specialization of existing structures p.2
2. emphasis on the degree to which entering bureaucrats have been trained p.2
3. secularization trends p.2
4. horizontal and vertical specialization p.5
5. selection of bureaucratic personnel on the basis of nepotism, friendship, and most commonly political affiliation co-existing with achievement standards p.9
6. evaluation of competence through periodic evaluation p.9
7. increased rationality in decision-making p.11

Blau, Peter M. Bureaucracy in Modern Society, 1968. JF 1351 B55 C.3.

1. standardization and routinization of impersonality and interchangeability p.5
2. managerial preoccupation with the improvement of organization efficiency p.5
3. organizational design to accomplish large-scale administrative tasks by systematically coordinating the work of many individuals p.14
4. high degree of specialization p.17
5. managerial responsibility exercises through a hierarchy of authority which furnishes lines of communications between top management and every employee p.18
6. a system of rules p.19
7. impersonality p.19
8. provides a natural laboratory for social research p.24

Stogdill, Ralph M. Handbook of Leadership, The Free Press, New York, 1974.

1. over concern with rules and formalities results in a tendency to lose touch with external demands and become insensitive to the internal problems p.277
2. presence of defects is often associated with low member morale and low organizational effectiveness;

rational purpose is to increase effectiveness and
utilization of special talent but is possible to
emphasize formalisms and legalisms to such a degree
that perpetuation of the system takes precedence
over the function it was intended to perform p.277

Cleveland, Harlan The Future Executive, Harper and Row,
New York, 1972.

(public agencies)
1. expected to take on many new or expanded functions
to do what is not being done enough or well enough
in the private sector p.57

Djilas, Frederick Anatomy of a Moral, Frederick A. Praeger,
publisher, New York, 1959. HX 365.5 D 47.

1. insufficient organization p.37
2. created by a socialist reality p.37
3. the elimination of the principle that individuals
should receive appointments in the administration,
economy, etc. on the basis of their qualifications
and abilities; favoritism and arbitrariness p.44
4. centralized control p.49
5. building privileged positions in society by
distributing jobs on the basis of political and
ideological conformity rather than by virtue of
experience and capability p.106
6. constantly violates the law and wishes to exert
ideological and political power over the people
in order to exploit them p.114
7. intrigue and gossip characteristics of closed
groups p.173

Howton, F. William Functionaries, Quadrangle Books,
Chicago, 1969. HM 131 H64.

1. a man who exercises authority delegated to the
office of which he is the incumbent
A. he does not do anything, he decides things;
therefore, difficult to study meaningfully
the content of the work he does or its spirit
and the structure as they reflect logic of
the work situation p.7
2. the taking of more and more authority away from
men and delegating to officials, rank upon rank
in descending order p.8; authority is attached
to the office and not to the person

Gouldner, Alvin W. Patterns of Industrial Bureaucracy,
     The Free Press, New York, 1954, pp.19, 22, 19-24.
     HD 31 G68.

1. clear-cut division of integrated activities which
     are regarded as duties, inherent in the office
2. a system of differentiated controls and sanctions
     is stated in the regulations
3. assignment of roles occurs on the basis of
     technical qualifications which are determined
     through formalized impersonal procedures (exam-
     inations)
4. within structure of hierarchical authority, the
     activities of trained and salaried experts are
     governed by general, abstract, and clearly defined
     rules which preclude the necessity for the issuance
     of specific instructions in each specific case
5. the generality of rules requires the constant
     use of categorization whereby individual problems
     and cases are classified on the basis of designated
     criteria and are treated accordingly
6. officials are appointed by a superior or through
     the exercise of impersonal competition; he is not
     elected
7. a measure of flexibility in the bureaucracy is
     attained by electing higher functionaries who
     presumably express the will of the electorate
     (e.g., a body of citizens or a board of directors)
     p.19/Merton on Weber
8. Parsons says that it involves emphasis on obedience
     and discipline p.22
9. administration based on expertise and administration
     based on discipline

Wynia, Gary W. Politics and Planners, Economic Development
     Policy in Central America, The University of Wisconsin
     Press, Madison, 1972. MC 141 W 94.

1. formal surveillance over detailed administrative
     operations resulting in a complex system of
     elaborate, but exceedingly inefficient controls
     surrounding administrative operations p.146
2. formalistic control of the management of public
     funds p.146, i.e., money is allocated in small
     amounts, for short period, and must gain the
     approval of numerous officials before reaching its
     destination
3. formal controls over expenditures and operations
     seldom result in the achievement of most professed
     policy objectives p.164

4. budget decisions tend to conform to the relative power positions of agency directors rather than the weight of public demand p.164

Ness, Gayl D. Bureaucracy and Development in Malaysia, University of California Press, Berkley and Los Angeles, 1967. HC 445.5 N4.

1. extensive insulation of functionaries from political control derived from the distance between the metropolitan center of political activity and the colonial bureaucracies p.231
2. direct indigenous political control now reflecting aims of the state as articulated by its political leaders and local interests or demands p.231
3. specialization of functions p.156
4. technical competence p.156
5. orientation of custody rather than to development p.156
6. upper levels of bureaucracy controls total resource application p.156
7. problems of coordination and stimulation p. 157

Sellin, Thorsten Bureaucracy and Democratic Government, Volume 292, Philadelphia, 1954, pp.1-4, 57, 65-66, 95, 138, 140. H 1 A4 V.292.

1. too much power in the hands of appointed employees p.1
2. a formal, rule-ridden procedure which interferes with managerial freedoms and individual initiative p.57
3. Laski's reference - "system of government, the control of which is so completely in the hands of officials but their power jeopardizes the liberty of ordinary citizens" p.65
4. Lord Hewart's conception - "administrative lawlessness" p.65
5. Muir's - "uncontrolled officialism" p.66
6. during wartime, differences between bureaucracies are minimized p.66
7. sharp competition for man power p.66
8. seek those who can secure results often at the expense of orderly procedure p.66
9. results in deterioration of standards and a decline in the quality of individual performance p.66
10. Simon - a synonym for a large scale organization p.95

11. problems of control due to bigness p.95
    11 a. control is related to "those who can
          legitimately control cannot cope with
          size and have neither time to find out
          what is going on nor to decide what
          should go on" p.95
    11 b. employees in bureaucracies may use
          this absence of accountability to
          further own purposes which may not
          be the purpose of the legitimate
          controllers p.95
12. "red tape," i.e., the unintended effects of
    our attempts to strengthen the controls by
    formalizing the procedure for coordination,
    communication, and review p.95

Arkes, Hadley Bureaucracy: The Marshall Plan and the
    National Interest, Princeton University Press,
    Princeton, N.J., 1972. HC 240 A 832.

1. rational-legal or constitutional order laden
   with political commitments p.12

Greenberg, Martin H. Bureaucracy and Development: A
    Mexican Case Study, D. C. Heath and Company,
    Lexington, Mass., 1970. HD 1792 G74.

Silberman, Bernard S. Ministers of Modernization, The
    University of Arizona Press, Tucson, 1964. JQ 164755.

1. mobility may be restricted or enhanced by the
   extent to which a given bureaucracy condones,
   sanctions, or has sanctions against recruitment
   from the entire population (Meiji - Japanese,
   elite society) p.44
2. advancement for the educated and those who
   possess leadership abilities p.98
3. appearance of new men in high post due to wasting
   away of older generation p.103

Heginbotham, Stanley J. Cultures in Conflict: The Four
    Faces of Indian Bureaucracy, Columbia University
    Press, New York, 1975. JS 7025 T33A43.

Kubota, Akira Higher Civil Servants in Postwar Japan,
    Princeton University Press, Princeton, 1969.
    JQ 1649 E9K8.

1. career bureaucrats make important policy decisions, e.g., annual budgets p.173
2. bureaucrat suppose to be a servant of the public
3. effort to create harmonious relations with the general public
4. prevailing bureaucratic attitudes suggest continuity and stability in transfer, terms of office, promotion, and retirement p.174
5. public bureaucrats retain elitist status after retirement
6. according to Bendix, bureaucracy tends to be powerful and to be independent of other organs of the state if it consists of a highly homogeneous group

Mackinnon, Frank Posture and Politics, University of Toronto Press, Canada, 1973. JC 423 M1585.

1. evidence of incessant political activity among varied personalities (includes exchange of opinions, written communications, decisions, etc.) p.75
2. evidence of expeditors and information officers p.75
3. misuse of power p.77
4. the combination of power and slavery, i.e., responsibility, hard work p.77

Rourke, Francis E. Bureaucratic Power in National Politics, Little, Brown and Company, Boston, 1965. JK 421 R6.

1. the power of executive officials is rooted in the expertise of the administrator - bureaucratic power reflects the technological revolution and the growing influence of knowledge in modern civilization p.IX
2. it permits expertise to find its fullest development p.IX
3. public agencies create centers of community support thereby enhancing their influence p.X
4. from power perspective bureaucrat not easily distinguishable from politician
5. must constantly work to create a climate of acceptance for the activities they carry on
6. must master the arts of politics as well as the science of administration p.X
7. effective leadership is indispensable to the realization of bureaucratic power p.XI
8. relationship between bureaucrats and their environment is characterized by conflict, as well as cooperation p.XI

9. one agency often competes with another in
attempting to mobilize outside support p.XI
10. grouping of like functions in cohesive depart-
ments p.XVI
11. bureaucracies execute policies assigned to
them by society p.24
12. members of bureaucracies can give shape to stated
policies by exercising choice and judgment in
administering them p.24
13. members engage in pressure politics p.24
14. tendency toward giving chief executive more
effective authority over finance, organization,
and personnel p.26
15. the more independently an agency is located in
the structure of executive authority, the less
formal authority the chief executive can exercise
over its political activities p.27
16. a continuous process of legislative liaison is
maintained p.29
17. committee recommendations are considered important
p.30
18. bureaucracies welcome groups and at time aid the
organization of groups to serve as their sponsors;
composed of those who are interested in its aims
and its existence; groups may be completely
unofficial in nature but many are given official
recognition in the agency's operations rendering
them quasi-public in character p.33
19. bureaucratic publicity attempts to create a
climate of opinion which will be favorable to
its objectives p.34
20. usually a network of friendly media

Rourke, Francis E. _Bureaucracy, Politics and Public Policy_,
Little, Brown and Company, Boston, 1969. JK 424 R 68.

1. bureaucracy is part of the system through which
the values and aspirations of various segments of
the community are incorporated into public
policy p.2
2. there is a network of technically trained profes-
sionals whose knowledge and skills influence the
shape of official decision p.2
3. policy-making has been a reflection of the system
of group pressure and expective and informational
resources have controlled the development of
public policy p.2
4. in most cases policy decisions represent the out-
come of the process of interaction between two
sources of power

            A. the needs or aspirations of groups within
                the community and
            B. the expertise of bureaucrats themselves p.2
        5. wide dispersions of bureaucratic authority enables
            bureaucrats to develop intimate ties with community
            groups immediately affected by the programs they
            are carrying out and makes them more sensitive to
            the aspirations of these constituencies p.7
        6. bureaucracies seek legislative support p.24
        7. bureaucracies take large complex tasks and break
            them down into smaller more manageable ones p.41
        8. bureaucracies gain expertise by giving concentrated
            attention to specific problems p.41
        9. an expansion in the scope of administrative
            discretion/to choose among alternatives p.50
       10. organizational esprit depends to a large extent
            upon the development of an appropriate ideology
            or sense of mission p.75
       11. career bureaucrats tend to convert disputes with
            political executives into conflicts between their
            superiors and outside organizations p.92
       12. there is an increase of "professionals and admin-
            istrators" whose commitment to the organization
            arises from the fact that it gives them an
            opportunity to practice their specialized craft
            p.95
       13. administrators seem to be more sensitive than
            professionals to the need for compromise in
            pursuing objectives p.96
       14. "outsiders" gain entree by serving in an advisory
            capacity p.99

Cleaves, Peter S. Bureaucratic Politics and Administration
    in Chili, University of California Press, Berkeley, 1974.
    JL 2642 C55.

    3 common features: p.2
    1. resources – elements of power valued for their
        exchangeability in the satisfaction of perceived
        wants
    2. organizational goals – future state of affairs
        denoting material objects or tangible services
    3. environment – those entities with their own
        resources and goals which operate outside the
        boundaries of the organization

Eisenstadt, S. N. The Political Systems of Empires, The
    Free Press of Glencoe, New York, 1963. JA 71 E38 C.1.

    1. bureaucratic rulers historically wanted to use
        bureaucracies for their own needs and purposes
        p.274

2. bureaucracies must take care of some needs of the leading and most active social strait/provide various services and regulate relations p.274

3. usually established and maintained certain general usage or rules and standards of service to take into consideration some general interest of the population and to withstand the pressure of those interested in changing it p.274

4. tended to develop a conception of themselves as servants of the state or community p.274

5. great emphasis placed on ascriptive symbols of status p.275

Gouldner, Alvin W. Patterns of Industrial Bureaucracy, The Free Press of Glencoe, 1954. HD 31 G68.

1. submission to centralized authority and careful conformance to the lines of authority p.147

2. loyalty is attached to formal rules, but not to persons, on the ground that they are legally exacted, and expedient or rational p.222

3. Talcott Darsons - the fitting of individual actions into a complicated pattern in such a way that the character of each and its relation to the rest can be accurately controlled p.22

4. obedience is involved as a means to an end p.22

5. form of authority based on rules established by agreement p.24

6. bureaucracies generate an intricately ramified network of consequences, many of which are below the waterline of public visibility p.26

7. bureaucratic rules enhance "predictability" of performance in an organization by constraining disruptive personal friendships or enemies p.26

8. degree of bureaucratization is a function of human striving; it is the outcome of a contest between those who want it and those who do not p.237

9. conceived as a problem-solving type of social action p.98

10. bureaucratic behavior as a factor must either be initiated by the manager or at least finally ratified by him or his superior p.98

11. bureaucratic rules are functional insofar as they reduce status-located tensions stemming from close supervision p.240

12. bureaucratic rules reduce tensions of the organization as a whole stemming from
   A. interaction of bearers of different value or belief systems
   B. ambiguous canons for judging the legitimacy of a claim

        C.   unreciprocated expectations
        D.   decline in friendly, informal interaction
        E.   hiatus in the chain of command
        F.   short circuiting communications
        G.   challenge to managerial legitimacy
        H.   degeneration of motives for obedience

13. bureaucratic rules defend or reinforce tensions creating close supervision p.240
14. decisions which increase bureaucratization are largely under the influence of the plant manager p.240
15. does not remove tensions which led the worker to challenge management's legitimacy in the first place p.241
16. Xerox pp.216 and 217*
17. the degree to which bureaucratic efforts will result in stable bureaucratic routines depends partly on the degree to which those subject to increasing bureaucratization resist these efforts p.255

Berger, Monroe Bureaucracy and Society in Modern Egypt, Russell and Russell, New York, 1957. JQ 3847 B4 1969.

1. offices are like classrooms in which a certain amount of work must be done p.11
2. change is slow in a public bureaucracy p.13

Rourke, Francis E. Bureaucracy and Foreign Policy, The John Hopkins University Press, Baltimore, 1972. JK 421 R59.

1. bureaucracies push for policies designed to serve not so much the national interest as their own ambitions as organizations p.4
2. career officials acquire expanding influence in making and carrying out decisions p.8
3. a fundamental source of bureaucratic power in foreign affairs is the ability of career officials to mold the views of other participants in the foreign policy process p.18
4. bureaucrats possess the capacity to determine at least the premises on which political elites make judgments p.20
5. the bureaucratic power of giving advice on policy process/hierarchy p.23
6. the presence of legal barriers against propaganda activity by executive officials creates an incentive for bureaucratic organizations to use intermediaries to shape public opinion p.38

7. "top secret" information does not prevent executives from releasing information contained in these documents when it serves their purposes to do so p.39

Thurber & Graham Development Administration in Latin America, Duke University Press, Durham, 1973. JL 960 T 45.

1. bureaucracy is a formal organization whose principal activities are the achievement of publicly defined goals selected in the name of the political community in which it exists and whose existence is defended primarily in terms of its responsibility as an agent of that community p.232 (public bureaucracy)
2. the process of defining goals of the bureaucracy is by legislative act or 'an executive order through which initial goals are defined and redefined in the subsequent operation of that bureaucracy p.232
3. concern for articulating the social purposes and values; seeks to relate organization to its environment as fully as possible; bureaucrat has both a "sense for politics" and organizational skills p.18
4. permanent organizational forms so they will continue to perform self-generating systems p.19
5. Characteristics of Public Administration in Latin America: The Practitioner's View: p.33
   A. personalism (working through friends rather than official channels; loyalty to the political boss)
   B. high turnover rates
   C. corruption - widespread petty bribery at low levels and large scale corruption at high levels
   D. ministerial separatism - high and impenetrable walls that separate the ministries making effective coordination difficult
   E. bureaucracy and unemployment
   F. humanistic tradition - scarcity of professional trained and technically trained man power
   G. lack of delegation and responsibility - desire not to accept responsibility and to carry through an action without close supervision
   H. lack of a civic culture - the substitution of private concerns for public welfare
6. decisions are made pragmatically p.234
7. disparity between actual goals of a bureaucracy and behavior p.225
8. environment is not often stable p.252

9. composed of three subsystems:
   A. supervisors, tecnicos and professionals
   B. clerical service
   C. security personnel p.346
10. a vehicle for upward mobility – through education, family or political connection, or through "dogged perserverance" p.346
11. careerism p.347

Rosenberg, Hans <u>Bureaucracy, Aristocracy, and Autocracy</u>, Harvard University Press, Cambridge, 1958. JN 4431 R76 1958.

1. prevalence of procedural norms p.6
2. rules tend to employ authority for personal ends p.6
3. marked increase in the number and variety of administrative tasks p.9
4. sense of social status molded into the image of aristocratic standards p.122

Warwick, Donald P. <u>A Theory of Public Bureaucracy</u>, Harvard University Press, Cambridge, 1975. JK 851 W37.

(all characteristics found on p.4)
1. rational organization
2. organizational inefficiency
3. rule by officials
4. public administration
5. administration by officials either in the public or private sector
6. an organizational form characterized by such qualities as hierarchy and rules
7. an essential of modern society
8. a hierarchical structure involving the delegation of authority from the top to the bottom of an organization
9. a series of official positions or offices, each having prescribed duties and responsibilities
10. formal rules, regulations and standards governing operations of the organization and the behavior of its members
11. technically qualified personnel employed on a career basis with promotion based on qualifications and performance

Taub, Richard P. <u>Bureaucrats Under Stress</u>, University of California Press, Berkley, 1969. JQ 247 T3 1969.

1. all bureaucracies will want for more efficiency p.2

2. highly abstract organizational description of
    slots to be filled p.47
3. range of executive officers is immense p.48
4. gossip among younger officers is devoted to
    analyzing whether tasks are rewards or punishment
    p.57

Alford, Robert R. Bureaucracy and Participation, Rand-
    McNally and Company, Chicago, 1969. JS 451 W65 A43.

1. the degree of development of specialized agencies
    to handle local government functions through
    formally organized and publically official
    channels rather than through informal unofficial
    ones p.17
2. city services become bureaucratized because of
    public demands for higher quality of performance
    resulting from the rise of new professional such
    as planning and traffic engineering p.18
3. is related to professionalism and centralization
    p.18
4. organizational heads exercise only ultimate
    judgment of performance but not day by day
    supervision p.18
5. is associated with centralization of decision
    making authority/number of specialized decision
    making units within a single coordinated system
    is a key characteristic p.19
6. indicators of bureaucratization: p.120
    A. number of city employees
    B. civil service
    C. chief personnel offices
    D. planning department employees
    E. capital budget

Komer, R. W. Bureaucracy Does Its Thing: Institutional
    Constraints on U.S. - GVN Performance in Vietnam,
    Rand, Santa Monica, Calif., 1973. AS 36 R3 R-967.

1. the institution will tend to play out its
    preferred repertoire p.vii
2. focus mainly on that with which we are most
    familiar p.viii
3. institutional inertia - the built-in reluctance
    of organizations to change preferred ways of
    functioning except slowly and incrementally
    p.viii
4. inherent reluctance to engage in self-examination
    p.viii

5. institutional behavior patterns are less constraining when organizations are performing familiar roles and missions for which they were designed p.15

6. "bureaucracies run a competition with their own programs and measure success by the degree to which they fulfill their own norms, without being in a position to judge whether the norms made any sense to begin with" p.17, quoting Henry Kissinger

7. preferred career incentive patterns p.69

8. pressures for conformity militates against adaptiveness p.70

9. technological innovation p.107

Dimock, Marshall Edward The Executive in Action, Harper and Brothers, New York, 1954. 658 D58C.

1. hierarchy, subdivision, specialization, fixed ways of doing things, professionalization p.227

2. encourage fixation that leads to flexibility p.227

3. in a groove and tendency toward a rut p.227

4. manifestation toward stiffness and depersonalization p.227

5. clear organizational lines are essential to administrative efficiency, but if they become too fixed they tend toward inflexibility p.228

6. well-defined goals increase striking power, but often harden the mold p.228

7. clearly understood rules with regard to methods and procedures make it possible for an agency to operate consistently and smoothly, but the more of these the more circumscribed the individual p.228

8. division of labor requires specialization, but specialization of knowledge and function narrows the individual and leads him toward the rut p.228

9. if rule of seniority is faithfully followed in promotion, often more promising candidates are blocked so that competent men are frustrated and wasted p.228

10. on the other hand if seniority is not given its proper consideration, the older employees tend to feel their long years of service are not recognized and they will not put forth their best effort p.229

11. employees who are professionalized concentrate much of their thought and energy on the standards of their profession and the interests of its program and attention is inwardly focused rather than outwardly and the public soon complains that the institution is unresponsive to its needs p.229

12. bureaucracy is a natural and normal development within institutions - good manager must balance p.229
13. complexity produces bureaucracy p.230
14. bureaucracy is found where institutions are large, relationships impersonal, organization and procedures meticulously worked out p.230
15. bureaucracy is universally bad only if complexity is intrinsically evil p.230
16. planning, regimentation of individuals either voluntarily or involuntarily p.230
   Xerox pp.230-245

Crozier, Michael The Bureaucratic Phenomenon, The University of Chicago Press, 1964. 658 C951b c.1.

1. the development of impersonal rules, i.e., delimit functions of individuals within the organization, prescribe behavior and determine who will be chosen for each job and career patterns - competitive examinations govern promotion from one category to another; seniority determines job allocation transfer and promotion; routine and lower supervisory jobs are minutely prescribed p.188
2. the centralization of decisions - i.e., the power of decision making is located exactly at the points where the stability of the internal "political" system is preferred to the achievement of the functional goals of the organization p.190
3. the isolation of the different strata and the concomitant group pressure on the individual, i.e., prevalent is a series of superimposed strata that do not communicate very much with each other p.190
4. the development of parallel power relationships, i.e., individuals or groups who control a source of uncertainty in a system of action where nearly everything is predictable have at their disposal a significant amount of power over those whose situations are affected by this uncertainty p.192

Frankel, Charles High on Foggy Bottoms, Harper and Row, 1968, New York. E846 F68.

1. irresistable movement of paper, meetings, ceremonies, crisis, trivialities

Walter, Benjamin Bureaucratic Communications, 1963; an
    empirical study.

    1. bureaucratic recruitment is a function of the
        stratum position of family of orientation

Halperin, Morton H. Bureaucratic Politics and Foreign Policy,
    The Brookings Institution, Washington, D. C., 1974.

    1. career personnel are assigned so as to appear
        to give everyone a reasonable chance for promotion
        rather than put people in slots where they are
        likely to do the most good p.55
    2. an organization resists functions which it believes
        may interfere with career patterns by bringing
        people in who would not be eligible for top spots
        or bringing people in who because of their senior
        rank fill top spots and foreclose the advancement
        of others p.55
    3. an organization favors policies and strategies
        which its members believe will make the organiza-
        tion as they define it more important p.39
    4. an organization struggles hardest for the
        capabilities which it views as necessary to
        the essence of the organization p.39
    5. an organization resists efforts to take away
        those functions viewed as part of its essence
        p.39
    6. an organization is often indifferent to functions
        not seen as part of its essence or necessary to
        protect its essence p.39
    7. sometimes organizations attempt to push growing
        functions out of its domain by begrudging
        expenditures on anything but its chosen activity
        p.39
    8. disputes over roles and missions affect the
        information reported to senior officials p.49
    9. in implementing missions which they know to be
        coveted by others (organizations), organizations
        bend over backwards to avoid giving reasons to
        increase bureaucratic competitors share of
        responsibility p.49
   10. in periods of crisis career officials calculate
        how alternative policies and patterns of action
        will affect future definitions of roles and
        missions p.50
   11. in negotiations among organizations about desirable
        actions, each prefers an agreement which leaves it
        free to pursue its own interest even if this appears
        to an outside observer to lead to an uncoordinated
        and inefficient policy p.53

12. in devising options for senior officials, organizations tend to agree on proposals which exclude any joint operations and which leave each free to go its own way and continue to do what it prefers to do p.53
13. in presenting policy to senior officials, organizations typically indicate that proposed course is infeasible unless they are given full freedom to carry it out p.53
14. organizations guard their autonomy by presenting highest officials with only a single option so that he cannot choose among options p.54
15. organizations seek to maintain morale by seeking a homogeneous group of career officials p.55
16. organizations seek to maintain morale by laying down modes of conduct for their staff members p.55 - "play the game, don't rock the boat, don't make waves, minimize risk taking"
17. career officials examine any proposal for its effect on the budget of the organization p.56
18. the highest ranking official builds a wide consensus, works at maintaining an appearance of consistency, packages policies for public consumption p.77
19. once things have happened (in government) no matter how accidentally, they will be regarded as manifestations of an unchangeable higher reason p.106

Benviste, Guy Bureaucracy and National Planning: A Sociological Case Study of Mexico, Praeger Publisher, New York, 1970. LA 422 B44.

1. pressure groups work through media
2. three centers of influence:
   A. those outside government bureaucracy (public or private sector)
   B. those within bureaucracy, but outside ministry of education
   C. various centers of power within ministry p.55
3. divisions into departments headed by directors p.57
4. centralized administration p.57
5. rapidly expanding administration p.57
6. superordinates tend to delegate only those decisions that maintain autonomy of subordinates p.57
7. communications flow up and down, but rarely laterally p.59

Historical Perspective Only

Beck, James M. Our Wonderland of Bureaucracy, 1932.
    JK 421 B35 1932a.

Crider, John H. The Bureaucrat, 1944. JK 421 C7.

Bennis, Warren G. "The Decline of Bureaucracy and Organiza-
    tions of the Future," Changing Organizations, New
    York: McGraw Hill Book Company, 1966, pp.3-15. See
    Reference: Shepard. HD6971 S47.

    1. complex goal seeking units p.109
    2. maintain internal system and coordinate the
        "human side of enterprise" - a process of mutual
        compliance with "reciprocity" p.109
    3. adapting to and shaping external environment
        called "adaptability" p.109
    4. new conception of bureaucracy will create:
        A. more relevant attitudes toward function
            of management
        B. shift from individual to cooperative group
            effort, from delegated to shared responsi-
            bility, from centralized to decentralized
            authority, from obedience to confidence,
            from antagonistic arbitration to problem
            solving p.110

Crozier, Michael The Bureaucratic Phenomenon, The
    University of Chicago Press, 1964. 658 C9516 c.1.
    See Personal Xerox Copy, pp. 187-193.

    1. development of impersonal rules
    2. centralization of decisions
    3. strata isolation and concomitant group pressure
        on the individual
    4. development of parallel power relationships

Dimock, Edward The Executive in Action, Harper and Brothers,
    1945, New York. 658 D58C. See Personal Xerox Copy,
    pp.230-245.

    1. size - likely to be a direct relationship between
        size and bureaucratic tendencies
    2. organization - increasing trend in the direction
        of flexibility
    3. specialization - restricts and narrows individuals
        and produces institutional stiffness and impersonality
    4. rules and regulations - set forth commands and
        instructions which those subject to them are bound
        to obey resulting in individual restriction and
        inflexibility

5. character of executive direction - specialization and organizational compartmentalization lead to insularity and stratification requiring strong executive leadership to unify or resulting in institutional unresponsiveness, administrative confusion, and delay
6. improper staff activity - over emphasis or misdirection of staff activity weakens unity and driver of the organization
7. Central Staff Controls - operating heads of an enterprise must be assured of autonomy of management and unity of direction or executive power will be weakened and program prosecuted
8. group introversion - the stronger group loyalty and the more wholly career men and women lose themselves in pride of service, the more pronounced becomes their tendencies to live apart, to seek jurisdiction at the expense of others, and to lose a sense of relatedness and responsiveness
9. lack of sales motive - a virtue of competition is that survival depends upon pleasing the customer and attracting his trade
10. security - when individual or organization feels secure much of the best effort is long resulting in managerial slothfulness (laziness)
11. seniority - many disregard individual superiorities, superior effort, and unusual combinations of skills and experience
12. age and tradition - ranks with size and complexity; can cause institution to become stronger than the man

All of the above are socially undesirable aspects of bureaucracy.

Major Characteristics of

Transitional Bureaucracies

A number of characteristics are common to both modern and transitional bureaucracies. The most important of these include:

1. Bureaucratic rivals: almost all bureaucracies have rivals which may be divided into two main groups
   A. Functional rivals consist of other agencies, groups, or organizations whose activities are similar enough that their personnel feel them to be competitive with each other.
   B. "Allocational rivals are other agencies who compete with it for resources."
2. In modern bureaucracies, controls are necessary not only to increase efficiency and outputs but also to alleviate the personal insecurity which results from "the growing gap between the rights of authority and the specialized ability or skill required to solve most organizational problems."
3. A crucial determinant of bureaucratic power in all societies is the extent of clientele dependency for services.
4. All large bureaucracies develop bureaucratic ideologies. Although the ideologies may undergo revision at any time, they normally form during periods of rapid expansion or in times of intense inter-bureaucratic competition. They provide a rationale for the continued existence of the bureaucracy by "showing off" its accomplishments, presenting "proof" of its efficiency, and giving evidence of the need for its services in the future.
5. Bureaucratic employees operate within some frame-work of rules which control their actions. These rules may be explicit or informal, but in either case they are binding. Violations sometimes result in punitive action against the offender, such as reductions in pay or rank.
6. All bureaucracies exhibit symptoms of Down's law of self-serving loyalty; that is, employees show allegiance to the organization to which they owe their job security and their future.
7. Bureaucratic employees exhibit a wide range of goals and motivations for seeking organizational positions. Among the most important are the following:

        A. Income
        B. Prestige
        C. Power
        D. Security
        E. Loyalty
        F. Personal self-interest

The following list contains the basic characteristics commonly considered to be peculiar to <u>transitional</u> bureaucracies. The Mexican data on the SRH question these characteristics in particular.

1. In transitional societies, political organizations are usually weak. This fact has important effects on bureaucratic structures because authority and coordination become very difficult without strong political leadership and effective control.
2. In modern societies, everyone expects to be treated equally. Positions within the bureaucracy, except occasionally those at the top, are filled by free, open selection, usually by the merit system.
3. Because of intense stratification, communication is hampered in a transitional society, and it is very difficult to transmit orders and ideas through the system.
4. The whole orientation of the bureaucratic employee in a developing system differs rapidly from that of a worker in a modern system.
5. Riggs distinguishes between authority and control in the transitional society. "Authority" is formal power, while "control" is informal.
6. In spite of the rank-consciousness in transitional society, personal patterns of power often become the dominant force in the bureaucracy.
7. In a transitional bureaucracy, relationships are intensely personal and for the most part are concerned more with positions than with policies.
8. Patronage is widespread in a transitional system.
9. Another characteristic of the transitional environment is <u>price indeterminacy</u>.
10. Corruption is both widespread and institutionalized in a transitional society.
11. While a modern bureaucratic system usually applies rules universalistically, in a transitional society the rules apply in a particularistic fashion. Some rules are enforced, especially those with regard to performance, but only within the relatively small group which makes up the community from which the elite is drawn.

Burns & Stalker, "Mechanistic and Organic Systems," The
Management of Innovation, London: Tavistock Publica-
tions, 1961. See Shepard, p..116. HD 6971 547.

Mechanistic Management System
1. the specialized differentiation of functional
tasks into which the problems and tasks facing
the concern as a whole are broken down;
2. the abstract nature of each individual task,
which is pursued with techniques and purposes
more or less distinct from those of the concern
as a whole; i.e., the functionaries tend to pursue
the technical improvement of means, rather than the
accomplishment of the ends of the concern;
3. the reconciliation, for each level in the hierarchy,
of these distinct performances by the immediate
superiors, who are also, in turn, responsible for
seeing that each is relevant in his own special
part of the main task;
4. the precise definition of rights and obligations
and technical methods attached to each functional
role;
5. the translation of rights and obligations and
methods into the responsibilities of a functional
position;
6. hierarchic structure of control, authority and
communication;
7. a reinforcement of the hierarchic structure by
the location of knowledge of actualities exclusively
at the top of the hierarchy, where the final
reconciliation of distinct tasks and assessment
of relevance is made;
8. a tendency for interaction between members of the
concern to be vertical, i.e., between superior
and subordinate;
9. a tendency for operations and working behavior to
be governed by the instructions and decisions
issued by superiors;
10. insistence on loyalty to the concern and obedience
to superiors as a condition of membership;
11. a greater importance and prestige attaching to
internal (local) than to general (cosmopolitan)
knowledge, experience and skill.

Organic Management System
1. the contributive nature of special knowledge
and experience to the common task of the concern;
2. the "realistic" nature of the individual task,
which is seen as set by the total situation of
the concern;
3. the adjustment and continual re-definition of
individual tasks through interaction with others;

4. the shedding of "responsibility" as a limited field of rights, obligations and methods (problems may not be posted upwards, downwards, or sideways as being someone else's responsibility);

5. the spread of commitment to the concern beyond any technical definition;

6. a network structure of control, authority, and communication. The sanctions which apply to the individual's conduct in his working role derive more from presumed communication of interest with the rest of the working organization in the survival and growth of the firm, and less from a contractual relationship between himself and a non-personal corporation, represented for him by an immediate superior;

7. omniscience no longer imputed to the head of the concern; knowledge about the technical or commercial nature of the here and now task may be located anywhere in the network; this location becoming the ad hoc centre of control, authority and communication;

8. a lateral rather than a vertical direction of communication through the organization, communication between people of different rank, also, resembling consultation rather than command;

9. a content of communication which consists of information and advice rather than instructions and decisions;

10. commitment to the concern's tasks and to the "technological ethos" of material progress and expansion is more highly valued than loyalty and obedience;

11. importance and prestige attach to affiliations and expertise valid in the industrial and technical and commercial milieux external to the firm.

APPENDIX B

SAMPLE SETS OF BOARD MINUTES

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DATE : October 19, 1972   Present: _____,
                                               Chairman

TIME : 2:00 p.m.   _____

PLACE: Administration Building   _____

                                               _____

                                               _____

                                               _____,
                                               Attorney

                               Absent: _____

MINUTES

The minutes for the meeting of the Board September 21, 1972,
on motion of _____, seconded by _____, were approved
as mailed to the members.

STATUS OF LOCKE STREET

The Superintendent pointed out to the Board that Locke
Street was originally built on school property for the
purpose of providing service at the rear of _____
Junior High School. Over a period of years encroachment
on this street has increased both by the public and by the
City. The Board directed that _____, the Board attorney,
should investigate this matter with the idea of removing
any question about this being a private drive for the school.

TEACHER TENURE LAW

The Board examined the new teacher tenure law and indicated
that the meaning of some sections was clouded, to say the
least. The Board directed the Board Attorney and the
Superintendent to study this law further, and to submit
questions to the Attorney General if necessary.

The Board also designated that the tenure law be brought back
to the Board at some future meeting with the idea that
policies necessary for the implementation of the law would
be considered.

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<u>   STREET SCHOOL PROPERTY</u>

The Board examined a memorandum which indicated some possible
indecision on the part of the _____ YMCA as to the
desirability of attempting to acquire the _____ Street
property for use by the YMCA. The Board designated that the
Board should reconsider this matter at the November meeting
of the Board with the intention of setting a date for a
public auction or proceeding to make other arrangements or
agreements for the use of this property.

<u>COMMENTS FROM</u> _____

      _____ asked to be permitted to make a statement to the
Board. She indicated that a survey of P.T.A. members was
being undertaken with the intention of determining interest
in night meetings of the Board, and that it was possible
that a report might be available at the November meeting.

      _____ also expressed strong disapproval of the actions
of the Board in considering the sale of the _____ Street
property in executive session. Various members of the
Board indicated that the action of the Board was entirely
legal and seemed to be justified in this case.

<u>RESIGNATIONS OF NEW TEACHERS</u>

The Board, on motion of _____, seconded by _____,
acting on recommendation of the Superintendent, approved
resignations and confirmed the employment of new teachers
as follows:

<u>Resignation</u>

_____

New teacher:

_____

<u>TRAINABLE CHILDREN</u>

      _____ and _____ were present at the meeting and
commented with regard to the program for trainable children.
They seemed to be indicating a desire to have trainable children

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Trainable Children - continued

placed in various schools rather than one location, and
that they be more fully integrated into the regular school
program.

REQUEST FROM   TECHNICAL INSTITUTE

The Board was given a copy of a letter from President _____
_____ of the _____ Technical Institute in which he
requested that the Board consider revising the policy of the
Board which establishes a rental schedule for school facilities
so as to reduce the amount which _____ Technical Institute
would pay for the use of classrooms. The Board directed the
Superintendent to secure information from the _____ and
_____ County school systems about charges made for the
use of school facilities by the _____ Technical Institute
and to report this information to the Board at the next meeting.

ADJOURNMENT

The Board adjourned to meet again in regular session November
16, 1972, or earlier in special session, according to North
Carolina law.

                              _____, Secretary

                              _____, Chairman

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DATE: May 19, 1977   Present: _____,
                                          Chairman
TIME: 2:00 p.m.   _____
                                          _____
PLACE: Administration Building   _____
                                          _____
                                          _____,
                                          Attorney

                              Absent: _____

The meeting was called to order by the chairman, _____.

A silent invocation was held.

The minutes of the April 18th and April 21st meetings were
·approved.

_____, representing the architectural firm of _____,
reviewed for the Board information related to a request made
at the April 21st meeting for an analysis of the physical
education space requirements and other matters related to
the _____ Junior High School renovation. A very lengthy
discussion followed focusing on all three junior high schools
and the physical education activities at each.

Upon motion by _____, with second by _____, the
Board unanimously approved the implementation of a two-
gymnasium concept at _____ Junior High School.

The Superintendent brought to the Board's attention a
letter from _____, Department of North Carolina Cultural
Resources. In this letter, _____ indicates an interest
for the Division of Archives and History in the old _____
site due to its historical significance. A discussion ensued,
with the Board agreeing that the Superintendent should contact
_____ immediately and request that he visit the site as
soon as possible for a further analysis.

The Superintendent advised the Board that bids for _____
Library would be opened on June 2, 1977. He further advised
that a special meeting of the Board, for the purpose of
accepting and awarding the bids, would be held at 8:00 a.m.
on June 3, 1977.

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The Board was apprised by the Superintendent that the
_____ Elementary renovation and addition project
was 42% complete.

_____, Coordinator for the Volunteer Program in _____,
presented an overview of the growth of the Volunteer Program
over the last three years. The number of volunteers has
grown as follows: 1974-75 - 225 volunteers; 1975-76 - 425
volunteers; 1976-77 - 657 volunteers.

The Board thanked _____ for her efforts in coordinating
the school volunteer program.

_____, chairman of the PTA Council, addressed the Board
expressing appreciation for the assistance on providing
parenting programs in the schools during the 1976-77 school
year, and providing parents an opportunity to participate
in the development of the calendar and redistricting efforts.
She further thanked the Board for their efforts on behalf
of enhancing the quality of education.

_____, principal at _____ Street Elementary School,
shared with the Board that _____ Street School had been
selected as one of two schools in the State to participate
in the "Artist in Schools Program" during the 1977-78 school
year. The program is sponsored by the National Endowment
for the Arts. _____ advised the Board, upon questioning
by _____, that the teachers had been involved in
acceptance of the program and were committed to the implementa-
tion of it.

_____ asked _____ a question regarding the Workshop
Way of teaching. _____ advised that this was one
alternative means of organizing the instructional program,
and that it has been successful in _____'s classroom.

_____, _____, and _____ presented a report
on the internship program conducted in Project _____.
Each person advised the Board that the program had been
beneficial to them in many ways and had helped to solidify
the professional goals as well as professional development
plans. The group did agree that the internship could be
strengthened by staggering the program over a longer period
of time with a transition time into the program rather than
a concentrated one-month process.

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_____, associate superintendent for instruction, shared
with the Board staff course offerings which would be provided
in the summer school for teachers June 13-17. He advised
the Board that 133 teachers had already signed up for participa-
tion in this program.

_____ also shared with the Board the elementary science
curriculum guide developed during the 1975-76 year and just
received from the printer.

_____ advised that the guide is in the hands of the teachers
and utilization and implementation of the guide was under way.

The Superintendent shared with the Board information regarding
the proposed 1977 summer school for students. Upon motion
by _____, with second by _____, the Board authorized
the implementation of the summer school for students. The
course work would carry a maximum of one unit credit for
150 hours of instructional work which was passed and one-half
unit credit for 75 hours of course work passed. The cost for
a full unit is $50.00 and $25.00 for one-half unit, payable
upon registration.

The Superintendent brought to the Board's attention recommenda-
tions for employment of new teachers, transfers of teachers,
extensions, resignations, retirement and extension of contracts.
Upon motion by _____, with second by _____, the
Board unanimously approved the following personnel matters:

New Staff Name	University or College	Highest Degree	Certifi- cation	Teaching Area	School Assigned

Transfers
_____

20-Day Extension of Sick Leave
_____

Resignations
_____
_____
_____
_____
_____

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Aide Resignation
_____
_____

New Aide
_____
_____

The Superintendent brought to the Board's attention the
need for a budget resolution to be submitted to the
_____ County Board of Commissioners with the proposed
1977-78 local school budget. Upon motion by _____, with
second by _____, the Board unanimously approved the
following resolution:

        "RESOLVED: That the _____ Board of Education
    requests that the funds to meet the 1977-78 local budget
    submitted by the _____ Board of Education to the
    _____ County Board of Commissioners be provided by
    county appropriation and, if necessary, from the local
    supplement levy not to exceed an additional three cents."

The Superintendent advised the Board that the Fiscal Control
Act required the combining of School Food Services account
with the General Fund effective July 1. While the funds
will be kept separate, they would be required to be maintained
in one account. Upon motion by _____, with second by
_____, the Board unanimously approved consolidation of
these accounts.

The Superintendent advised the Board of future meetings at
which their presence would be desirable.

The Superintendent advised the Board that, in light of apparent
misperceptions by some about the Child Development Program at
_____ School, he would advise holding the implementation
of this program in abeyance for one year. It was also
indicated to the Board that the _____ Day Care Board had
been apprised and was in agreement with holding the program
in abeyance. While no action was needed, by common consent,
the Board agreed to hold the program in abeyance for one year.

There being no further business, the meeting was adjourned.

                        Respectfully submitted,

                        _____
                        Chairman

                        _____
                        Secretary

APPENDIX C

ORGANIZATIONAL CHART AND SAMPLE JOB DESCRIPTIONS

BOARD OF EDUCATION

SUPERINTENDENT

Controller

Associate Superintendent
for Administrative Services
and Personnel

Associate Superintendent
for Instruction

Assistant Superintendent
for Special Projects

Attendance and
Social Services

Purchasing

Food Service

Building &
Grounds

Transportation

Accounting

Director of
Elementary
Education

Director of
Secondary
Education

Early
Childhood

Occupational
Education

Pupil
Personnel
Services

Media

Math and Science

Exceptional Children

Psychological Services

P.E./Athletics

Cultural Arts

Principal

Staff

Child

SUPERINTENDENT OF SCHOOLS

As the chief executive officer of the _____ Public
Schools to be directly responsible to the Board of Education
for the management of all departments of the school corpora-
tion as provided by law and to see that the school system
operates in such a manner that the educational philosophy
and objectives adopted by the Board of Education are carried
out in an efficient and effective manner so as to achieve
maximum results:

> Initiates and directs the development of policy by
> staff members for submission to the Board of Educa-
> tion which comply with State or Federal laws, and
> which are for the betterment of all programs of
> written rules.

> Initiates and directs the development of written
> rules and regulations, which are in compliance with
> Board policy or law, and which shall enhance the
> efficient and effective operation of all departments
> of the school corporation.

> Delegates authority and responsibility in written
> form to all staff members in accordance with their
> assignments and in a manner deemed the most efficient
> and effective for achieving the maximum results of
> assigned programs.

> Convenes and directs meetings with professional staff
> on a regular basis to discuss short term and long term
> plans of the school district's educational program;
> thus leading to improved communications among the
> educational community membership.

> Meets and discusses the overall administration of school
> district with building principals and other supervisory
> and administrative personnel on a regular basis.

> Meets with the Board of Education at all regular and
> special meetings.

> Recommends to the Board of Education "study sessions"
> for informing it about needs, programs, and operations
> of the school district when such meetings are deemed
> appropriate and necessary to the efficient and effective
> operation of the school district.

Initiates and directs the study and formulation of
salary schedules and other personnel welfare matters
and submits detailed written reports and recommenda-
tions to the Board of Education.

Approves and recommends to the Board of Education in
written form the appointment, assignment, transfer,
promotion, or dismissal of all employees.

Initiates and directs the selection and recommendations
for adoption by the Board of Education of all textbooks
and instructional materials used in the school corpora-
tion in accordance with state laws.

Meets with individuals and groups, publicly and
privately to discuss and interpret the various aspects
of the total school district program.

Establishes and maintains a friendly and cooperative
relationship with all news media, i.e., press, radio
and TV in the _____ area.

Initiates and directs all studies related to major
building repairs and submits detailed written reports
and recommendations to the Board of Education.

Initiates and directs all studies related to new site
development and new physical plant construction and
submits detailed written reports and recommendations
to the Board of Education.

Initiates and directs annually the development of the
school district budget utilizing appropriate personnel
and the various departments of the school district.

Submits annually a budget for the school corporation
by the regularly scheduled Board meeting of July to
the Board of Education and subsequently to the various
local and state government reviewing agencies for
their approval and/or adoption.

Calls upon and requests from all certified and non-
certified personnel as is appropriate in the
performance of all responsibilities assigned.

Is responsible for the efficient and effective operation
of the program within the approved budget appropriations
as adopted by the Board of Education.

Serves at the direction of the Board of Education and carries out all assignments which it requests.

Initiates continual evaluation of all facets of the education program; thus facilitating better planning and programming of economic resources to better utilization.

SECONDARY PRINCIPAL OF INSTRUCTION

To insure curriculum development and revision essential for improvement of the instructional program:

Provides leadership to teachers, and other instructionally related personnel to examine instructional programs, establish goals and objectives, consistent with system-wide goals, objectives and school needs.

Provides leadership to teachers consistent with school goals, objectives and needs, in order to prepare and/or revise curriculum offerings, as well as to plan and to implement needed instructional changes.

Appoints appropriate committees to study course offerings, evaluate books, equipment, and teaching materials. Reviews and discusses committee findings, arrives at conclusions and makes recommendations to the Associate Superintendent for Instruction.

Coordinates with the teaching staff, the selection of textbooks, equipment, teaching materials and makes recommendations for purchase of same.

Coordinates Southern Association Self-Study.

To insure optimum instruction in each classroom with the school:

Observes and supervises instructional programs.

Evaluates all instructional personnel in accordance with the established procedures of the Board of Education.

Makes recommendations to the Associate Superintendent for Instruction regarding dismissal and non-renewal of teachers.

Initiates and recommends in consultation with teachers, to the Associate Superintendent for Instruction, which in-service education programs would enhance the quality of the instructional program.

Initiates and directs, in consultation with the Associate Superintendent for Instruction, procedures and criteria for an evaluation program which efficiently, effectively, and continuously appraises the performance of the instructional program in the school in terms of

the adopted educational objectives and philosophy
of the _____ Public Schools and makes revisions
as necessary for the improvement and excellence of
the curriculum and instructional processes.

Coordinates the orientation program.

To promote effective school-community relations:

Interprets board policy to the staff and school community.

Establishes sound and cooperative relationships with
the citizens of the community through attending community
meetings, becoming involved in civic affairs, and promoting
school events.

Initiates and directs efficient and effective procedures
and criteria to achieve maximum results in the continuous
flow of accurate school related information, internally
and externally, by the most appropriate media or
means and in accordance with the criteria developed by
the school district.

Meets with individuals, groups privately or publicly to
discuss and interpret the policies, rules and regula-
tions, goals and objectives, and instructional programs
of the school.

Insures attendance and supervision of school related
events.

To insure continued personal and professional growth:

Keeps informed of current instructional practices and
trends through reading.

Attends seminars, short courses and meetings as needed
or required.

To insure, in consultation with co-principal for instruction/
administration, coordination of instructional/administrative
programs and procedures:

Initiates and directs efficient and effective procedures
and criteria for the establishment and maintenance of
the environment which maximizes the teaching-learning
activities in order to provide optimal opportunities for
pupils to utilize instructional opportunities to their
fullest.

Establishes and conducts staff meetings as needed for
the purpose of discussing and evaluating the opera-
tion of the school building and its program.

Submits an annual report to the superintendent.

Delegates authority and responsibility to staff
members as needed to achieve maximum results.

Jointly reviews instruction and administration
evaluation of personnel.

Develops in concert with faculty, long-range plans
for the administrative and instructional operation
of the school.

Performs all other duties as requested by the
Superintendent, Associate Superintendents and/or
Controller.

PURCHASING AGENT

To supervise purchasing of all school expenditures:

Sees that all purchase orders are processed properly.

Sees that purchase orders are sent out to vendors, materials and equipment received and orders are processed for payment.

Sees that all school personnel requests are disposed of.

Sees that all requests for supplies and equipment are taken care of as soon as possible.

When requests are received, lets person know whether this request can be fulfilled and when.

Is sure we always have an adequate amount of supplies that we stock.

When buying equipment, gives immediate attention; other times, plans far enough ahead for future purchases.

Keeps a good inventory of supplies as it is not always possible for our personnel to request sufficient supplies.

To insure maximum return to dollar invested in purchase orders for school system:

Makes plans for long-range buying and planning in order to keep adequate supplies, buying for new buildings, or equipment replacements; also, in planning and working on budgets.

To promote positive image for purchasing supplies:

Works closely with employees and assists them with work.

Is able to plan work as best as possible and is able to get along with co-workers.

Tries to put the proper supplies into the hands of the teachers and instructors so they can do their best in educating our children.

Sees that the purchasing department conducts itself in a professional-like manner in its work procedures.

Is able to be a good public relations person with the vendors and the public with whom contact is made.

To provide self-growth through professional meetings:

Strives to always broaden intelligence and knowledge in order to perform the duties to the maximum benefit of the school system.

APPENDIX D

SAMPLE MEMORANDA

June 16, 1975

TO: Board of Education Members

FROM: The Superintendent

SUBJECT: June Board Meeting

After consultation with, and consideration by, the
Chairman of the Board, the decision has been made to
cancel the regular meeting of the Board of Education
for the month of June. If some new development should
require the attention of the Board, a special meeting
will be called at a later date.

M
  E
    M
      O   September 19, 1975

TO: All Principals and Central Staff

FROM: The Superintendent

SUBJECT: Completion of the Attached

It would be greatly appreciated if you would please complete and return the attached CONCEPTS OF ADMINISTRATION INVENTORY to the Superintendent's secretary no later than Friday, September 26.

The completion of this task is a prerequisite to and part of our in-service program.

Thanks for your usual kind assistance.

November 5, 1975

TO: The Superintendent

FROM: The Associate Superintendent for Personnel

I talked with the Chief Accountant pertaining to reporting
to teachers on sick leave. It would be a manual process
of lifting this from a card that is kept on all people
and, of course, would be out of date almost immediately.

My question is - should we make this much effort or ask
the teachers if they are concerned or the ones who need
to know, would they mind calling. I am just not sure
which way we should move; please advise.

M
  E
    M
      O   August 11, 1976

TO: All Principals

FROM: The Superintendent

SUBJECT: Potpourri

Please find listed below a variety of announcements and
requests:

- The Assistant Superintendent for Buildings and Grounds
  advises that the OSHA Division of the Department of
  Labor will be visiting school districts this year to
  determine if OSHA standards are being met at the school
  as well as system-wide level. This applies not only
  to maintenance type items, but to all facets of school
  operation. Therefore, as the OSHA officer for your
  school, you should be aware of the standards and in
  compliance with same. The Controller is available to
  assist you should you need additional information or
  help.

- As you know, we are involved in a pilot energy program
  conducted by ERDA and the Division of Plant Operation,
  State Department of Public Instruction. Toward this
  end, you must submit daily rather than weekly energy
  consumption reports. Should you have any questions
  regarding this item, please contact the Controller.

- It would be appreciated if you would forward to me during
  the year the names of pupils who make the honor roll
  in your school, as well as the names of pupils who
  receive special awards or honors throughout the year.

- It would also be appreciated if you would let me know
  when someone on your faculty is ill in the hospital
  or when a bereavement occurs.

- The system-wide newsletter, Cell 2, will be in your boxes on Tuesday. It would be appreciated if you would place them in your teachers' boxes so that they will be available upon their return on Wednesday morning.

- Please forward your request to participate in the Internship Program, and that of any of your faculty members, by September 8, 1976.

- The Teacher Advisory Council will resume regular meetings on the third Monday at 2:00 p.m., in September, and every third Monday thereafter. It would be appreciated if you would allow your TAC representative to leave school to attend this meeting as you have in the past.

- Please remind your librarians of the Regional Media meeting at _____ High School on August 20th.

- A five-minute weekly program on WMFR will be initiated after school begins. It would be appreciated if you, or any of your staff members who might be needed, could assist with this when a request is made.

- Our regular monthly meeting will resume the day prior to Board meeting - the third Wednesday in each month.

- Should you have any questions regarding the above, please do not hesitate to let me know.

THANKS!

M
  E
    M
      O   September 21, 1976

TO: Central Staff and Secretaries

FROM: The Superintendent

RE: United Way Campaign

Please find attached information related to the United
Way Campaign. The materials are self-explanatory, and I
am confident that you are aware of the many good benefits
which accrue from this community-wide endeavor.

It would be appreciated, if you deem it appropriate to help
others in a special way, if you would return your contribution
or pledge card to the Superintendent's secretary no later
than October 4th.

THANKS!

September 22, 1976

TO: All Principals

FROM: The Controller

RE: (1) Current Expense vs. Capital Outlay
        (2) Supplies vs. Equipment
        (3) Requisitions for all Allotments

At the last principals' meeting, a clarification in the meaning
of current expense and capital outlay was requested; also,
the difference between supplies and equipment. I shall try
to clarify the meanings of these terms.

Capital Outlay is an expenditure which results in the
acquisition of fixed assets or additions to fixed assets
which are presumed to have benefits for more than one year.
It is an expenditure for land or existing buildings, improve-
ments of grounds, construction of buildings, additions to
buildings, remodeling of buildings, or initial, additional
and replacement of equipment.

There are many kinds of equipment that are purchased as
capital transactions. Here we will talk only about instruc-
tional equipment which would be considered a capital outlay
expenditure.

Each school has an allotment for instructional equipment.
Instructional equipment is that which is used by pupils
and instructional staff and is not a built-in item. Some
examples of the kinds of instructional equipment are:
pupils', teachers', and principals' desks and seats, chairs,
tables, bookcases, typewriters, business machines, radios
and motion picture projectors, sewing machines, refrigerators,
science laboratory apparatus, driver education vehicles,
physical education apparatus and other equipment used in the
instructional program.

Current Expense is an expenditure for a current on-going
program. That is, it represents the amount spent each year
for the current operation of the school as contrasted with
the amount spent for capital investment. Current Expense
expenditures include such things as salaries for all personnel,
fringe benefits, library books and audio-visual materials,

teaching supplies, travel expense, attendance services, health services, heating, lighting, utilities, keeping grounds, buildings and equipment in good repair, insurance on property, food purchases, etc.

Each school has an allotment for instructional materials and supplies, and library books. These items are considered current expenses.

Sometimes there may be some question as to whether a given item is a supply (current expense) or equipment (capital outlay). The following criteria might be helpful in distinguishing between supplies and equipment.

A supply item is any article or material which meets any one or more of the following conditions:

1. It is consumed in use.

2. It loses its original shape or appearance with use.

3. It is expendable, that is, if the article is damaged or some of its parts are lost or worn out, it is usually more feasible to replace it with an entirely new unit rather than repair it.

4. It is an inexpensive item, having characteristics of equipment, whose small unit cost makes it inadvisable to capitalize the item.

5. It loses its identity through incorporation into a different or more complex unit or substance.

An equipment item is a movable or fixed unit of furniture or furnishings, an instrument, an apparatus, or a set of articles which meets all of the following conditions:

1. It retains its original shape and appearance with use.

2. It is non-expendable, that is, if the article is damaged or some of its parts are lost or worn out, it is usually more feasible to repair it rather than replace it with an entirely new unit.

3. It represents an investment of money which makes it feasible and advisable to capitalize the item.

   4. It does not lose its identity through incorporation
       into a different or more complex unit or substance.

Finally, in order that you might know how each of the three
allotments are being expended, we would like all requisitions
to be signed by you, whether it be for instructional supplies
and materials, library books, or instructional equipment.

Thanks for your cooperation and if there are questions, please
see me.

M
  E
    M
      O   March 8, 1977

TO: The Controller

FROM: The Superintendent

RE: District 10, North Carolina School Boards
       Association Meeting

Please prepare a check in the amount of $36.00 ($4.00/ person) for dinner costs at the District 10, North Carolina School Boards Association meeting in Winston-Salem on March 15th for the School Board members.

Make check payable to James A. Adams, Secretary, District 10 NCSBA and mail to: Dr. James A. Adams, Superintendent, Winston-Salem/Forsyth County Schools, Post Office Box 2513, Winston-Salem, 27101, today.

THANKS!

MEMO   April 13, 1977

TO: Elementary Principals, Teachers, Aides and Staff

FROM: The Associate Superintendent for Instruction

SUBJECT: SACS Self-Study, Visitation and Evaluation

        I would like to sincerely thank all of you for the
many hours of work and the diligent efforts you expended
in completing your self-study and preparing for the visita-
tion and evaluation.

        To date, the only problems identified to me by the
Visiting Committee have been very minor. This is an
indication that the self-evaluation and studies were profes-
sionally accomplished.

        I am sure that I speak for the Superintendent and the
Board of Education when I say that the children of _____
will benefit from your efforts.

        Thanks and congratulations!

APPENDIX E

SAMPLE POLICIES AND PROCEDURES FROM TENTATIVE

CODIFIED SET OF BOARD POLICIES AND PROCEDURES

IV. Personnel

A. Staff Procurement

1. Job Descriptions

Positions sufficient to promote attainment of the schools' goals will be designated by the Board.

The Board, in harmony with state laws and regulations, will approve the broad purpose and function of the position and approve a statement of job requirements as recommended by the superintendent. To promote efficiency and economy of operation, the Board delegates to the superintendent or his designee the task of writing, or causing to be written, a job description for the position. The superintendent will continuously maintain a set of job descriptions.

Job descriptions shall be the basis for selection, salary, evaluation and job classification standards.

Job descriptions must be kept up-to-date. Whenever job functions are changed, the job description must be revised to reflect those changes. Also, job descriptions must be reviewed at least biennially to make certain that they reflect the current status of the position.

G.S. 115-59

2. Allocation/Reallocation of Jobs

Each job shall be analyzed and allocated to its proper class. When changes in duties and responsibilities of jobs occur, they will be studied and jobs reallocated to another class if sufficient change has resulted. No allocation or reallocation shall be made final until certified by the superintendent or his designee.

3. Requisition of Employees

To ensure proper assignment of numbers and types of personnel, all persons responsible for requisitioning replacements or additional employees must complete a Personnel Requisition Form justifying the need for the employee and the qualifications desired.

4. Recruitment of Personnel

No recruitment for a specific vacancy shall be undertaken until the need for the position and qualifications for it have been established and proper authorization is obtained.

All position vacancies will be announced throughout the system and all staff members interested in the vacancy shall state their interest in writing and forward this statement to the Personnel Office.

It shall be the policy of the _____ Public Schools to actively recruit and select for employment the best qualified applicant for each position without regard to race, color, creed, national origin; nor shall any person be denied employment solely because of age, sex or marital status. In order for employment decisions to reflect this policy, the applicant flow of the _____ Public Schools shall contain sufficient members from all ethnic groups.

All personnel selected for employment must be recommended by the superintendent and approved by the Board of Education.

Equal Employment Opportunity

G.S. 126-16
G.S. 115-58

APPENDIX F

SAMPLE PLANNING SESSION INFORMATION

A PLAN FOR PLANNING:

A PROGRAM FOR COMMUNITY AND PROFESSIONAL

INVOLVEMENT AND SHARED ACCOUNTABILITY

SEPTEMBER, 1975

In delineating a sound rationale for planning for
elementary and secondary education for the _____
Public Schools and in suggesting outcomes which might
accrue from comprehensive, cooperative planning, it is
hoped that this document will serve as a means of <u>communicating</u>
in a <u>credible</u> way positive <u>changes</u> or outcomes to be derived
from <u>cooperative</u> planning.

As the concepts in this "Plan for Planning" are implemented
and refinements are introduced, it is hoped that many positive
benefits will accrue to the pupils and staff of the _____
Schools as well as the _____ community.

This "Plan for Planning" places great emphasis on
freedom, creativity, flexibility, cooperation, commitment
and coordination. By necessity, this plan will not only need
to be implemented, but evaluated and reviewed.

PLANNING: A MEANS TO AN END

As a technical, cooperative process, planning is an aid for making decisions at all levels and at every stage of educational analysis and program development. Likewise, the planning process is a means for making decisions about why changes, if any, should be made, what, if any, changes should be made, how these should be made, who should make them, when they should be made, and where they should be made.

The planning process is a procedure for interrelating vital and pertinent information for effective decision making, for improved coordination of efforts and better evaluation – resulting in better educational programs.

Educational planning, in reality, makes possible:

• A viable clearinghouse for ideas, which after undergoing critical scrutiny, have the possibility of emerging as acceptable.

• A systematic approach to continuous improvements.

• The determination of long and short range objectives and the formulation of reasonable time tables for achieving these objectives in terms of needs, desires and resources.

• The identification of strengths, weaknesses and needs in organization, administration, programs, personnel and use of resources.

• The determination of goal priorities.

• The selection of efficient and acceptable means for attaining goals.

• Effective policy making and decision making.

• Appropriate involvement in decision making at all levels of those most concerned responsible for implementation.

• Efficient manpower utilization through role delineation in which responsibilities are clearly identified in terms of independent as well as cooperative efforts.

- Sophisticated and effective strategy development which guarantees maximum involvement, effective implementation and accountability, and responsible utilization of personnel and funds.

- Effective evaluation and valid accountability of programs, personnel and use of resources is in relation to goals and objectives.

- Determined efforts toward the improvement of internal and external communications.

PLANNING:

PROCESS

AND

CONTENT

PROPOSED OPERATIONAL PLANNING MODEL AND DEFINITIONS

    I.   Mission Statement

   II.   Establishment of Goals

  III.   Needs Assessment

   IV.   Performance Objectives

    V.   Strategies

   VI.   Evaluation

  VII.   Budgeting

A definition of each phase is as follows:

Mission Statement - An organization's reason for existence.

Goals - Goals are identified objectives which we desire and
       strive to accomplish for students.

Needs Assessment - Needs assessment is a process of setting
       goals, examining how well these goals are being achieved
       and identifying and prioritizing apparent needs.

Prioritizing - Prioritizing is a process of ranking in order
       of importance.

Performance Objectives - A performance objective is a goal
       statement that tells to whom the objective is addressed,
       to what the objective is addressed, when the objective
       is to be accomplished, and the minimum standard,
       criteria or other condition for accomplishing the
       objective.

Strategies - A strategy is a procedure(s) for accomplishing
       an objective.

Evaluation - Evaluation is the collection and analysis of both
       performance and process information for the purpose of
       determining the effectiveness of identified goals.

Budgeting - Budgeting is the allocation and utilization of
       resources according to prioritized goals.

APPENDIX G

SAMPLE AGENDA AND MINUTES FROM PRINCIPALS'

AND CENTRAL STAFF MEETINGS

Agenda for Principals' Meeting

August 4, 1975

I.   Quickies

II.   Concerns

III.   _____ Study

IV.   Volunteer Program

V.   Initial Teachers' Meeting

VI.   In-Service Review

VII.   ESAA Evaluation

VIII.   Legislation

IX.   National Assessment

X.   Central Office Meeting

XI.   Administrivia

XII.   Group Grope

M
  E
    M
      O   September 8, 1975

TO: All Principals

FROM: The Superintendent

SUBJECT: September 17, 1975 Meeting

Please find enclosed a tentative agenda for our next meeting. Also, attached is information for your <u>study</u> and <u>feedback</u> at that meeting regarding discipline and exceptional children's programs from HEW. A <u>revised</u> in-service schedule is also enclosed.

Should you wish to add anything to the agenda, please let the Superintendent's secretary know.

Tentative Agenda

    I.   Quickies

   II.   Concerns

 III.   Administrative In-Service

  IV.   HEW Directives

   V.   Policies & Procedures for Children with Special Needs

  VI.   Operation Helping Hand

 VII.   Potpourri

MEETING RECORD: Principals

DATE May 18, 1977 TIME CONVENED 9:00 a.m. TIME TERMINATED 12:15 p.m. RECORDER Superintendent

TOPICS	DECISIONS/ACTION	RESPONSIBILITY	TIMELINE
Quickies			
- Cluster Program from ASU	Persons interested should see _____	Principal	May 31
- Visits to Schools	Will be arranged with each principal	Superintendent	Monday-Thursday until completed
- Kindergarten	Six-year olds eligible for kindergarten but is optional	Principals	At registration or appropriate
Administrivia			
- Elementary organization	Submit with and without EMR (two listings)	Principal Assoc. Supt. for Personnel	As soon as possible
- Principals' Association Meeting	Wednesday Evening	Principal	May 25
Concerns	Visits to schools	Superintendent	Monday-Thursday until completed
- Climate in Schools	Provide information accurately to faculties	Principals	As appropriate

DATE May 18, 1977 TIME CONVENED 9:00 a.m. TIME TERMINATED 12:15 p.m. RECORDER Superintendent

TOPICS	DECISIONS/ACTION	RESPONSIBILITY	TIMELINE
1976-77/1977-78	Review of strengths/ weaknesses		
	Objective: To improve staff morale		
	- No new programs	Superintendent	1977-78
	- TAC/PAC	Principals/ Supterintendent	
	- More personal contact		
	- Meaningful involvement of teachers	All Administration	1977-78
	- Emphasize support to teachers through all programs and support personnel	All	1977-78
	Objective: To reduce transportation problems	All	1977-78
	- Recruit two or more bus drivers from each school	Principals	December 1977
	- Reduce usage of buses for field trips during peak athletic times	Principals	1977-78
Board Agenda	Reviewed	N/A	N/A

APPENDIX H

SAMPLE PAGES FROM HANDBOOKS

FINANCIAL RECORDS

Normally, the elementary school secretary is appointed
by the _____ Board of Education to serve as treasurer
of the school fund where employed. A treasurer, so appointed,
becomes a bonded member of the staff. Any proposed change
in school depository (bank) or change of school treasurer
must be reported to the Superintendent as these are matters
of official action.

Particular attention is called to the following sections
of the General Statutes of North Carolina in that they bear
directly upon this subject:

    G.S. 115-100.25
    G.S. 115-100.27
    G.S. 115-100.28
    G.S. 115-100.29
    G.S. 115-100.30
    G.S. 115-100.31

In order to carry out the requirements of the law, it
is necessary to have an accounting system which will provide
accurate information regarding the various financial trans-
actions of the individual school. The system of financial
records used should be as simple as possible without sacrificing
the need for accuracy and completeness. There should be
one bank account and one central set of records covering all
funds handled in the school. Funds handled in primary,
grammar and elementary schools can be divided very generally
into two categories: Fees and Collections Other Than Fees.

Fees are the amounts collected from students as authorized
by the Board of Education and listed each year in the Handbook
for Teachers. Included in this category are fees for
instructional materials, fees for specific subjects, and
instrument rental. (Rental on all school owned orchestra
and band instruments will be $8.00 for the school year, by
Board action on August 18, 1977.) Persons authorized to make
such collections from students are provided numbered duplicate
receipt books from the _____ Schools' Accounting Depart-
ment.

Receipt books which are used in receipting for the fee
payments by students must be balanced against total collections
and returned to the Accounting Department at the close of
the year. A form is provided by the Accounting Department
upon which this report of fees is made. Payment by check
for fee collections is made to the Accounting Department
at the end of the first, fifth, and ninth months.

To facilitate balancing of collections, a separate receipt book should be used for receipts to teachers, and receipts from the office to students. An adding machine tape should be stapled in each book showing the total, and a tape showing the total of all books should be attached.

Collections Other Than Fees may vary from school to school. These amounts may be listed as a "Student Activities" or "Miscellaneous" account. Included therein are such items as tuition, pupil insurance, sale of pupil pictures, paid assemblies, field trip collections, teacher membership dues in professional organizations (if handled through the school fund), and any other collections authorized by the Board of Education and approved by the Superintendent and the principal. Receipts for these collections must be given from a receipt book other than the numbered receipt books provided by the Accounting Department, which are solely for the collection of fees as listed in the Handbook for Teachers.

Pregnancy Leave

An employee of the school system adjudged to be pregnant shall begin a leave of absence on the date set by mutual agreement by the employee and the superintendent of schools, or on the date of birth of her child. The leave is to be without pay except that an employee shall be entitled to use accumulated sick leave days to which the employee is entitled for those days designated by a doctor on Form 18AA-355, or another form specified by the North Carolina State Board of Education, setting forth actual days of disability. With the form from the doctor designating disability, the employee shall file a statement giving the date when the employee desires to return to employment. No sick leave days shall be granted which are not included as work days in the contract or agreement with the employee. The date when the employee actually returns to work shall be arrived at by mutual agreement of the employee and the superintendent of schools, when a suitable position is available. Such date, in any case, shall not be later than the beginning date of the next school year following the date designated by the employee as the date when the employee could resume a full work assignment.

APPENDIX I

SAMPLE EVALUATION DOCUMENTS

PURPOSES OF EVALUATION

<u>Overall
Purpose</u>

    The overall purpose of the _____
Administrator Evaluation Program is to
promote the improvement of administrator
and supervisor performance and to motivate
professional growth and development.

1. Motivate self-improvement

2. Facilitate making personnel
   decisions

3. Improve evaluatee-evaluator
   relationships

4. Clarify job content

<u>Specific
Purpose</u>

5. Provide a record of performance

6. Determine delineation of effective-
   ness or deficiency

7. Improve morale

8. Facilitate communication

9. Strengthen planning competencies

10. Make accountability meaningful

EXPLANATION OF EVALUATION MODEL

The graphic presentation of this evaluation process, on the preceding page, is meant to clarify the step-by-step sequence.

Using
the
Job
Descrip-
tion

_____ Public Schools use job descriptions to define duties and responsibilities of administrators and supervisors. These means of job definition are used as the basis for identifying needs and for formulating specific objectives. In other words, efforts to improve performance and to motivate professional growth and development - the overall purpose of the evaluation program - stem from job descriptions.

PLANNING PHASE

Step 1.

The initial step is to identify needs, cooperatively by evaluatee and primary evaluator, by analyzing the former's job description.

Step 2.

Once needs are identified and prioritized, the next step is to formulate specific objectives and action plans that will be responsive to those needs.

ACHIEVING PHASE

Step 3.

Implementation of action plan activities is the primary responsibility of the evaluatee. However, advice and assistance may be obtained from the primary evaluator and contributors.

Step 4.

It is well, about midway in the implementation process, for the evaluatee and primary evaluator to hold an interim conference to check-up on how well things are progressing. The primary evaluator has the responsibility to arrange this conference. Changes may have to be made in some or all of the objectives. This may require modification in action plan activities. Once these decisions are made, the implementation process continues.

ASSESSING PHASE

Step 5.

      As the school year approaches its close, assessments of results should be made. These assessments will be in two dimensions. Both the evaluatee and primary evaluator will assess the extent of achievement of the objectives. The primary evaluator will, in addition, judge the effectiveness of the evaluatee in overall performance, using special criteria for this purpose.

Step 6.

      Once the assessments have been made, a culminating conference is held by evaluatee and primary evaluator. The purpose of the conference is to discuss the implications of the assessments and to make follow-up plans for the next evaluation cycle.

RECORD OF EVALUATIONS

COMMENDATIONS AND COMPLAINTS

Pursuant to North Carolina Law 115-142
System of Employment for Public School Teachers

This record form must be filed with the Superintendent by persons to be named and by duties to be designated by the Superintendent and may be filed by others as approved by the Superintendent. The person being evaluated is requested to sign this sheet, not to indicate approval, but to show that he has seen the sheet and its attachments. He must be given a copy of this sheet and the attachments and he is entitled to file with the Superintendent such statements or explanations which he may desire. This must be done within forty-eight hours after the evaluation sheet has been signed.

NAME_____
(Staff member covered by Law 115-142)

The Evaluation

1. __X__ ACCEPTABLE (Neither supporting evidence nor comment is required.)
2. _____ ACCEPTABLE WITH RESERVATIONS (Supporting evidence, comments and/or explanations may be attached to this sheet.)
3. _____ UNACCEPTABLE (Supporting evidence, statements, evaluations and/or explanations must be attached to this sheet.)

This record is related to the following:

1. __X__ Continuation of probationary status
2. _____ Beginning career status
3. _____ Continuation of career status
4. _____ Placement of a complaint or commendation in file

Sheets are attached to this record.   Yes_____No_____

A response to this evaluation will be filed.   Yes_____No_____

Date_____   Signed_____
                                          (Person filing record)
Date_____   Signed_____
                                          (Staff member
                                           being evaluated)