A model program for the development of humanistic administrative techniques in a California community college

Elaine Francisco-Davis
A MODEL PROGRAM FOR THE DEVELOPMENT OF
HUMANISTIC ADMINISTRATIVE TECHNIQUES
IN A CALIFORNIA COMMUNITY COLLEGE

Submitted in partial fulfillment of the
requirements for the degree

MASTER OF ARTS
Public Administration

by
Elaine Francisco-Davis
May 4, 1981
A MODEL PROGRAM FOR THE DEVELOPMENT OF
HUMANISTIC ADMINISTRATIVE TECHNIQUES
IN A CALIFORNIA COMMUNITY COLLEGE

Submitted in Partial Fulfillment
of the Requirements for the Degree
Master of Public Administration

by
Elaine Francisco-Davis
May 1982

Approved by:

Project Adviser

Department Chair

Second Reader

Date
May 10, 1982
California's system of community colleges is unique in the history of postsecondary education. There are, currently, 107 campuses in the system with a combined student population of nearly 1.3 million.¹ Several factors contribute to the uniqueness of these institutions.

The first factor is the nature of the clients served by the California Community College. One out of every nine college students in the United States attends a California Community College. By law, the institutions must serve any citizen of the state who has either graduated from high school or achieved his/her eighteenth birthday and who "can profit from instruction."² Because of the social unrest of the 1960's and 1970's, groups of people began attending community colleges who had never before participated in postsecondary education: ethnic minorities, persons from the lower socioeconomic classes, returning women, retraining persons, physically limited persons, people whose basic skills are deficient, people with learning disabilities and others. These groups are contrasted with the more traditional college student for whom post-

¹Statistics quoted in a memorandum to Community College Superintendents by Gerald Hayward, Chancellor, California Community Colleges. The memorandum was dated October 19, 1981.

²California Education Code, passim
secondary education has been laboriously tailored. The high attrition rates of Community College students, their low transfer rates to four-year institutions, and other factors seem to point to the fact that strategies must be found and perfected if these new clients are to be adequately served.

A second factor is the governance of the institution although community college operations are bound somewhat by federal and state guidelines, the constitutional power for governance lies with the citizens of each community college district through their elected trustees. This lay-control concept is mirrored in the requirements for community college administrative credentials. State regulations permit a person with no formal administrative training to become a supervisor, an administrator, even superintendent of a community college district.3

Thirdly, a distinguishing factor is the varied focus of a community college. There are three areas of primary emphasis: vocational programs once relegated to proprietary schools or apprenticeships, lower division work for university transfer students, and courses designed to improve the quality of leisure-time activities of the people. This scattered focus leads to monumental problems of budgeting, space allocation, and other administrative functions.

A more recent development in community colleges was the passage of the Rodda Act in 1975.4 The statement of legislative

3 California Administrative Code, Title 5, passim.
4 S.B. 160, the Collective Bargaining Act.
intent is very clear:

It is the purpose of this chapter to promote the improvement of personnel management and employer-employee relations within the public school systems in the State of California by providing a uniform basis for recognizing the right of public school employees to join organizations of their own choice, to be represented by such organizations in their professional and employment relationships with public school employers to select one employee or organization as the exclusive representative of the employees in an appropriate unit, and to afford certificated employees a voice in the formulation of educational policy. 5

Although the law permits district trustees to make final decisions, it establishes several procedures and uses language that was previously reserved for the private sector. Procedures such as those to handle grievances and impasse and language such as "unfair practices," "employer-employee relations," "employee rights," etc., tend to polarize "employees" and "managers." Community college personnel administrators and chief administrators have spent time learning the language and techniques of adversarial negotiations. So have members of certificated and classified units. It appears that community college personnel believe that the only way to implement collective bargaining is to emulate profit-motive business and industry.

Because of these and other factors, the successful management of a California Community College is, perhaps, more difficult than that of most public agencies. One gets an inkling of that difficulty, in part at least, from the observation that,

5California Education Code, Ch. 10.7, sec 3540.
in the spring of 1981, there existed twenty-seven vacancies in the top administrative office of the 107 community colleges—nearly 25% of the Presidents were "bailing out." 6

Thus the clientele, the lay control, the diffused focus and the birth of stylized collective bargaining in the California Community College system have created problems in determining effective management styles for the individual colleges. It is the hypothesis of this research project that these problems should be addressed with a planned attack, focusing on sound administrative theory. The project includes an assessment of an actual college management problem, and a planned approach to their resolution. 7

In many ways, the College is a fairly typical California Community College. However, there are some specific factors about the College that are relevant to the purpose of this study:

1. The College is an average-sized community college whose enrollment ranged from 11,000-13,000 during the 1980-81 academic year. There are some 250 full-time certificated employees, 150 part-time instructors, and 200 classified employees.

2. Until the spring of 1978, one might observe that the College was financially solvent and educationally conservative. At that time, the management staff consisted of the following:

   Superintendent-President
   Vice President, Instruction
   Vice President, Student Services

6 From a speech given by Chancellor Hayward, January 23, 1981, at a Gender Equity Conference in Monterey, California.

7 Because this thesis will be on file for public inspection, the name of the College and the identity of its administrators will be withheld.
Assistant Superintendent, Business
Assistant Superintendent, Personnel
Administrative Assistant, Educational Research and Development
Dean, Academic Services
Dean, Occupational Education
Dean, Admissions and Records
Dean, Counseling
Dean, Student Affairs
Assistant Dean, Instruction

3. In the spring of 1978, a series of events occurred that were to change the institution more than it had been changed in its history:

a) The Superintendent resigned and one of the assistant superintendents was named as acting Superintendent

b) The Vice President, Instruction was given a meaningless job at a satellite location with the understanding that he had a year to find other employment

c) The Vice President Student Services retired early

d) The Dean, Academic Services, was made Dean of Instruction

e) The Dean, Counseling, was made Dean of Student Services

f) The Administrative Assistant resigned

g) The Dean, Student Affairs was made Dean, Administrative Services, with responsibilities for Personnel and other areas

h) The Dean, Occupational Education, was asked to resign because of a legal scandal in his previous employment

i) Proposition 13, the Jarvis Amendment, passed, leaving the College with a budget problem.

4. From spring of 1978 until spring of 1981, such changes as those enumerated in item 3 above were made by the new President and the Trustee. Although records do not exist of all organizational changes, it is estimated that no fewer than eight organizational changes were approved by the Trustees during that three year period.

5. In the spring of 1980, a group of concerned faculty staff, students and community members began the mechanics of a recall election, held in the spring of 1981. The election replaced three of the five Trustees; the Superintendent resigned taking two of his chief officers with him.
6. So, on July 1, 1931, the College had a new Board majority, a new Superintendent, and only a part of a management staff. For the rather traditional college that existed in 1978, the changes were traumatic and debilitating.

7. The management team on July 1, 1981, consisted of:

Superintendent-President (new)
Business Manager (new)
Dean, Instruction
Dean, Admissions
Associate Dean, Non-credit & Vocational Education
Associate Dean, Student Services (vacant)
Personnel Administrator
Affirmative Action - Equal Employment Opportunity Administrator

Only three of the eight incumbents had positions in the College administration in 1978. The above enumerated describes the setting for a management training program. This addresses the need for such a program by examining some pertinent administration theory, establishing goals for the training program, identifying administrative roles, determining a process to establish the content of the program, examining other ways to improve administration, examining evaluation processes, and evaluating the program.

Administrative Theory

As it was pointed out earlier, California Community Colleges are managed, generally speaking, by individuals who have little or no formal education in the theory and practice of
There are two credentials authorising administrative services: the supervisory credential and the chief administrative officer credential. Each requires a master's degree in any field and a number of years in the certificated service. It is legally possible for a qualified superintendent to have an M.A. in English and five years of full-time teaching, and have no other training for the job whatsoever. It is not unusual to find first- and second-level administrators who have never heard of Dwight Waldo, William H. Whyte, Herbert A. Simon, Chris Argyris, Douglas McGregor, leadership and motivation theorists. The management style of most community college administrators is the "common sense" approach. Other names for such an approach are McGregor's "X-Theory" and Worthy's "Machine theory." McGregor's other names for such an approach are "X-Theory," "Y-Theory," and "Theory Z." McGregor's "Theory Y," "Theory Z," and "Theory X" are all valid approaches to management. They all have their place in the workplace. The key is to use the approach that is most effective for the situation at hand.
Similarly, the "machine theory" holds that the organization is like a machine, a mechanical devise, constructed from a "blueprint" to achieve a given purpose. Weber, Gulick and Taylor summarize the major concepts of the theory as: process specialization of tasks, standardization of role performance, unity of command and centralization of decision-making, uniformity of practices and no duplication of processes. Likert's description is perhaps more clear:

1. Break the total operation into simple, component parts or tasks.
2. Develop the best way to carry out each of the component parts.
3. Hire people with appropriate aptitudes and skills to perform each of these tasks.
4. Train these people to do their respective tasks in the specified best way.
5. Provide supervision to see that they perform their respective designated tasks, using the specified procedure and at an acceptable rate as determined by such procedures as timing the job.
6. Where feasible, use incentives in the form of individual or group piece rate.

These and other traditional theories of organization located the power at the top of the organizational hierarchy and consequently limited the power and influence of those at lower levels. Early theorists believed that the principal motivating factors for workers

---

were economic incentives and job security. They believed that it was important to develop rational rules and procedures to keep subordinates under control and protect the organization from the inherent capriciousness of people. Participation in decision-making, and shared influence were, they asserted, incompatible with organizational effectiveness.\(^{14}\)

In the 1930's and 1940's, some theorists were beginning to break away from the traditional views. Mary Parker Follett saw the central focus of administration as reconciling individuals and social groups. Her ideas foreshadowed the humanistic school.\(^{15}\)

In 1936, Harvard Business School Professor Elton Mayo led a team of researchers at the Western Electric Company in Hawthorne, Illinois in an extensive study. Their conclusions included the observation that many problems of worker-management relations stemmed from complex social and psychological forces. It is generally agreed that the Hawthorne study — as it has come to be known — was the first to expose the human factor in work situations.\(^{16}\)

Fritz J. Rothlisberger wrote in 1941,

> Too often we try to solve human problems with nonhuman tools, and, what is still more extraordinary, in terms of nonhuman data. We take data from which all human meaning has been deleted and then are surprised to find that we reach conclusions that have no human significance.\(^{17}\)


\(^{16}\)Ibid, p. 74.

During the decade of the 1960’s, the concepts of humanistic management sprouted from the seeds that had been sown earlier. A new look at the basic nature of human beings at work was developed by Douglas McGregor. Sociological and physiological principles were applied to the organization by Likert, Katz and Kahn, and others. Blunt statements like the following were rather commonplace: "The history of organizations (and of nations) is littered with the corpses of enterprises which failed to respond appropriately to the demands of the environment for change." Rewards and punishments seemed not to be so important anymore. Employee attitudes, people's rights, human behavior as it exists rather than as a manager would like it to be, became areas for theoretical and practical observation. Likert reported research findings that substantiated the following conclusions:

1. Employee-centered supervision increases job production over job-centered supervision.

2. Performance increases as felt job pressures decrease.

3. Production has an inverse relationship with close supervision.

4. Perceived interest by supervisors in employees increases production.

5. Production increases markedly as employees are free to set their own pace.

---18Katz and Kahn, p. 305.
6. The more influence an employee perceives she/he has, the higher his/her production rate.\textsuperscript{19}

Berkley summarizes the humanistic theorists by citing the following assumptions of their "school:"

1. Men are not naturally passive, lazy and dumb; on the contrary, they are generally eager for opportunities to show initiative and to bear responsibility.

2. Work is a natural activity, and people by nature want to perform it.

3. People work best in an environment that treats them with regard and respect and encourages them to develop and utilize their abilities.

4. There is no inherent and intrinsic conflict between the goals of the organization and the goals of the individual member. Meeting the goals of the individual will only make the organization itself more productive.\textsuperscript{20}

Other definitions of this relatively new concept in management abound in the literature. Katz and Kahn observe, "Social systems are anchored in the attitudes, perceptions, beliefs, motivation habits and expectations of human beings."\textsuperscript{21}

Clearly, humanistic management attempts to maximize work efforts by maximizing the intrinsic satisfaction of the work to the employee. This school of administration looks beyond "common sense" approaches of traditional management theory, into the scholarly research and experimental design of psychology and sociology. The new management techniques apply what is known about individual and group human behavior and to the work-place with startling, effective results.

\textsuperscript{19}Likert, pp. 6-58.
\textsuperscript{20}Berkley, p. 75.
\textsuperscript{21}Katz and Kahn, p. 33.
When the work-place is a public postsecondary education institution, new variables come into play. Public education in America has long had as one of its central missions the instilling of traditional values in the young. It is in the public school that America's children learn to wait in lines with outward signs of patience, to do what they're told regardless of what they'd like to do, to deny their own feelings, and to respect the authority of an adult. The public schools are not particularly successful in teaching creativity, leadership, and effective communication skills. They tend to be resistant to change and are authoritarian by design.

It is significant, too, that only those who are successful in completing nearly a score of years in such environments are permitted to be the managers of public schools. The education system is the only true self-perpetuating profession. What is the Ph.D. in German equipped to do but to teach others to be German teachers? People learn in schools to be school administrators. Drop-outs are not administrators; i.e., those whom the system fails can almost never hope to have much influence on the system. Is it any wonder that the basic operations of schools -- their curricula, method of instruction, method of evaluation, and management models -- have changed very little in the past century? Why would a person who has been successful with a system indeed been
rewarded for his/her success, want to change the system? Even when cognitive processes clearly demonstrate the need for change, educators are reluctant to initiate or accept change.

Schmuck, et al., observe: When confronted with discrepancies between their ideal and actual performances,... educators... often feel anxious and defensive and cling all the more tenaciously to their old behavior."22 Consider the campus violence of the late 1960's and early 1970's. The issues were participation in decision-making and relevance of instruction. These are issues that, with ten years' hindsight, seem perfectly appropriate now. But deans and presidents and chancellors were loathe to give up their power to students, and the results were sit-ins, peaceful and not-so-peaceful demonstrations, and, in extreme cases, massive destruction of property, injury, even death.

Student unrest in schools has not been the only situation motivating a change in management styles by school administrators. The unconizing of teachers and other school employees has also been important. Teacher organizations like the National Education Association, the American Association of University professors, the California Teachers' Association, and the American Federation of Teachers have been progressively more adamant about effective involvement in administrative decision-making. So have organizations for noninstructional personnel like the California School

22 Schmuck, et al., p. 4.
Employees Association and the scattered AFoL-CIO affiliates up and down the state. SB 160, mentioned earlier, has had a profound effect on management styles, in that it has tended further to polarize administration and other school employees.

Administration theorists became aware of the need for school management to relate differently, humanistically, to its professional staff. Likert wrote, "For professional work there is a positive relationship between job and performance." 23

Katz and Kahn observed:

The norm of academic freedom and the organizational device of tenure, though not absolute generalities of autonomy, are relatively effective in giving the staff member a wide range of discretion in his activities. 24

It seems that an administrative style that works in an assembly-line, profit motive organization might fall short in a public service, non-profit organization; but the basic tenets of humanistic management focus on universals of human behavior. It is assumed, for instance, that the quality of work will improve if those who perform it desire internal satisfaction from their job, and feel free to pursue their own work goals. This assumption seems to be as true of college administrators as of Electric Company employees and others.

23 Likert, p. 16.
24 Katz and Kahn, p. 133.
Goals for the Management Development Program

Because of its recent history with Trustees and top management personnel and because of its severe fiscal problems, the College for which the development program is proposed is sorely in need of effective administration. The areas in need of attention are communication, perceived credibility of the existing administrative staff, task completion, and organization. One phrase may well summarize the goals of the program: the willing, cooperative improvement of task and maintenance function of the College's administrative staff. Katz and Kahn describe task functions as leadership oriented toward getting the work done, and maintenance functions as attention to group socio-emotional factors.26

The first area of consideration is communication. This College is not unique in its problems with communication. Berkley writes "communication presents as many problems as any other aspect of administration, if not more."27 Likert, too, lists effective communication as a must. Of his seven "qualities of effective leadership," Likert lists three communication criteria.28

25 Hereinafter cited simply "the College."
26 Katz and Kahn, p. 33.
27 Berkley, p. 241.
28 Likert, p. 171.
The following incidents will exemplify the need for improvement in communication at the College:

1. The reputation of the immediate past Superintendent/President is best characterized with a rather harsh word—hypocritical. The chief executive officer, as scores of College faculty and staff will attest, seemed to have one set of data for one person or group and another for the next, often blatantly contradictory. In December, 1980, the President announced publically that the College's fiscal state was some $2 million over-budget. Two months later, newspaper articles quoted him as saying that the College had a planned ending cash balance of nearly $2 million. Also, many of the administrators with whom he worked report that his face-to-face evaluation of them was extremely positive, while his statements about them to the Trustees were quite negative. A final example of the executive's hypocrisy is his habit of presenting data to the public that tended to support his administrative policies while systematically suppressing contrary information. The former Dean of Administrative Services reported that a straightforward report of two years of administrative salaries was changed by the Superintendent to omit current salaries and inflate some past ones. His purpose was to show how much money he’d saved in that budget category. In summary, the College faculty and staff and the community at large lost their willingness to believe what the Superintendent had to say.

2. The Superintendent used a town hall process to formulate the 1979-80 budget. Budget hearings were held in a large room into which scores of faculty, staff and students poured each week for nearly nine weeks. The chaotic processes included voting by people who had not been a part of all the hearings and resulted in a budget that was posh in some areas and unmanageably deficient in others. Until the academic year was nearly half over, most staff believed that the process was a good one. Faced with the inadequacies of the fiscal state, they quickly changed their minds. The President attempted other forms of group processes with equally ineffective results during his tenure. The faculty and staff came to the point that they would boycott committee meetings, task forces, and other group endeavors because of the poor leadership of the President.
3. The Dean of Instruction has also developed a negative reputation. As the primary liaison between the faculty and the administration and Board, this officer must be vigilant in two-way communication processes. However, over the past two years, the faculty's negative attitudes toward the administration in general have focused on the Dean. Her encounters with faculty have, in her estimation, become so painful that she discontinued regular meetings with the Curriculum Committee and the Instructional Council. Division Chairpersons reported that to see her (their first-line supervisor) required as much as a three-week wait for an appointment, which she would often cancel because "something important came up." Also, her written communication has become sparse and authoritarian in tone and style. Many Division Chairpersons reported that they simply disregard her directives.

4. Of the remaining administrators, it can be said that they have become somewhat reclusive. They are rarely seen on campus, even in the staff dining facility. In an interview with one, the researcher was told that he [the administrator] felt like "a leper with the staff and a scapegoat with the President and the Board."

These citations do not completely describe the communication problems at the College, but they do illustrate the seriousness of the conditions there.

A communication goal for this program would need to be concerned with oral and written communication, interpersonal encounters with peers and subordinates, and group encounters. Schmuck, et al., verbalize a problem of which few who have worked in education for any length of time are not aware: "Educators sometimes assume either that they have already acquired the interpersonal skills needed to carry out their work or that such skills cannot be learned through systematic practice." Fortunately for the development program, the in-place administrators

---29 Schmuck, et al., p. 5.---
have felt so frustrated by conditions in recent years that they are likely to grab onto any means that seems remotely helpful. The communication goal must, if it is to be useful in improving administration, be offered in a manner that is perceived to be desirable to the administrators.

A second goal of the program is concerned with credibility. More than twenty centuries ago, Aristotle wrote in his Rhetoric:

Persuasion is achieved by the speaker's personal character when the speech is so spoken as to make us think him credible. We believe good men more fully and more readily than others: this is true generally whatever the question is, and absolutely true where exact certainty is impossible and opinions are divided. There are three things which inspire confidence in the orator's character...—good sense, good moral character and goodwill.  

More modern theorists characterize credibility (or ethos, as Aristotle termed it) as the perceptions of other people about one's honesty, competence and motives. This goal will need to be worked carefully with the administrators, perhaps with an emphasis on staff perception rather than the qualities that make up credibility.

As earlier depicted, the credibility of the College administration is at a low ebb.

Administrators at the College agree to the person that the previous Superintendent-President was caught in several monumental untruths, that he was responsible for situations

requiring administrators to lie or "lay their professional lives on the line," that he was largely responsible for a series of financial crises that could have been avoided with competent administration and that his motives — and, by extension, theirs were seen by staff as self-aggrandizing.\textsuperscript{31} Since the President was successful in his insistence that the administrators back up his untruths, the negative ethos spilled out over the total administration. One glaring example of this problem occurred in the spring of 1980 when hearings were being conducted at the College regarding the attempted layoff of more than 25% of the faculty. The Dean of Instruction testified before the Administrative Judge and some 100 faculty and staff observers. She substantiated the earlier testimony of the Superintendent about several points of procedure. In previous conversations she’d had with some members of the audience, she had made statements in direct conflict with those made on the witness stand. Actions like these, coupled with the "disappearance" of administrators known to oppose the Superintendent’s policies, created a cloud of doubt about the honesty and motives of the administration as a total unit.

It seems clear that administrative credibility is an issue at the College. If the problem is to be effectively

---\textsuperscript{31}---

| Individual conversations with the College administrators. |  |  |
addressed, then the perceptions of the faculty and staff must
be accurately assessed and substantively changed. If the
theorists are correct, the credibility goal can be used to change
staff perceptions and most of the administrators would see
themselves more positively as a result.

The next goal -- that of task-completion -- would pro-
bably not be met with resistence. The current administrative staff
agrees that many necessary management tasks have been ignored.
The College has almost no organized written procedures, a
financial accounting system that hasn't changed much in thirty
years, and personnel systems that do not allow one to know at
any given time a complete list of persons on the College payroll.
Curriculum processes are chaotic; no consistent method of
recognizing a teacher unit32 exists; and required reports have
been months late or not submitted at all.

Most College staff agrees that the failure to accomplish
these and other important tasks stems from the time demands of
court proceedings, PERB33 hearings, staff negotiations and a
strike by the classified employees. One problem, however, in
dealing with a task goal is not to permit reduced effectiveness
in other areas. An administrator might be maximally efficient
in getting tasks done with concomitant losses in perceived
communication skills and credibility.

32 A teacher unit (TU) is a measurement used to determine an
instructor's annual load. In lecture-type classes, for example,
one hour per week equals one TU.

33 Public Employees Relations Board, a construct of SB 160.
Similarly, the organization goal will be easy for the administrators to digest. The unusually large number of organizational changes have made a nightmare of administrative flow-charts. Management and supervisory salary schedules are without rationality. Spans of contrasts are ludicrously uneven. Job descriptions are, in some cases, non-existent, in others, inaccurate.

The goals for the program, then, are these:

Goal 1: From their own perceptions and from that of staff with whom they regularly interface, administrators will significantly improve their interpersonal and group communication skills.

Goal 2: The credibility of administrators individually and collectively will be substantially improved.

Goal 3: Administrative tasks will be clarified and completed according to a mutually acceptable timeline.

Goal 4: By legal deadline, an administrative organization chart will be submitted to the Trustees for approval.\(^{34}\)

Role Identification

In compliance with the third goal of the development program, the clear identification of administrators' roles is necessary. Katz and Kahn define role behavior as "the recurring actions of an individual, appropriately interrelated with the repetitive activities of others so as to yield a predictable outcome."\(^{34}\) Basically, two sets of descriptions will be necessary

\(^{34}\)California Education Code, passim, requires notification of certificated employees by March 15 if their services will not be required the following year, and by May 15 if there are to be substantial changes in their work assignments.

\(^{35}\)Katz and Kahn, p. 174.
for complete role identification: organizational and personal-professional. It is important to focus on both sets of functions, and not—as is common practice—merely the organizational ones, with which this thesis begins.

Katz and Kahn place a good deal of emphasis on roles and role behavior. They show an interesting relationship among roles, norms and values:

the social-psychological bases of social systems comprise the role behaviors of members, the norms prescribing and sanctioning these behaviors, and the values in which the norms are embedded;... roles differentiate one position from another;... norms and values...integrate rather than differentiate. 36

From their perspective, a clear, appropriate role identification would reflect the behavior standards and values of the institution. This is an important criterion to be used in the production of position descriptions.

Another set of criteria involve standard leadership functions divided, as was previously mentioned, into task and maintenance functions. Likert lists several task roles, most of which should be translated into behavioral language for each administrative job description:

initiating, orienting and energizing information-seeking and giving opinion-seeking and giving coordinating, evaluating assisting on procedures. 37

---

36 Ibid., pp. 37 and 51.
37 Likert, p. 173.
To assemble effective position descriptions of each administrator, one might consider beginning from scratch, since the existing descriptions are so inappropriate. A job description for the Dean of Instruction, for example, should include directions to give visionary imaginative leadership to Division Chairpersons in the area of Instruction. It should call for the incumbent to be knowledgable about laws and other external governing processes regarding the area of responsibility and for sound interpretations of these processes. It should require the dean to develop evaluation criteria for programs and personnel and to see that staff interface appropriately with each other. Moreover, it should require the dean to be involved with procedures in and out of the responsibility areas.

But maintenance functions also need to be in each position description. McGregor cites a number of maintenance functions:

- standard setting
- gatekeeping
- encouraging
- mediating
- relieving tension
- testing for concensus and commitment
- expressing group feeling

Including these functions, the Dean of Instruction’s position description should include the requirements to establish goals and objectives for the area of responsibility, expediting the goals and objectives of subordinates, nurturing of subordinates,

---

serving as a mediator of conflicts, finding and reporting what subordinates think, and generally smoothing the bureaucratic waters for subordinates.

There is another consideration that must be taken into account as position descriptions are planned. The principle of participative decision-making seems so obvious as not to require justification, but there is substantial support for it in the literature. Schmuck, et al., summarizes some of it:

...several organizational theorists have challenged the traditionalist notion that participation deters rather than enhances organizational effectiveness. Lewin (1951) and Coch and Trench (1948) indicate how participation satisfies social needs; Maslon (1954), Schein (1965), and McGregor (1967) suggest that participation satisfies growth needs as well. Research... has demonstrated that the satisfaction of organization members increases when they can influence decision-making....

Organizational effectiveness means ...improvement in the quality of decisions and increased likelihood of implementation.... Maier (1970) provides some of the best evidence that shared decision-making procedures produce higher quality, more acceptable decisions than those made by individuals alone. Participative decision-making enhances organizational effectiveness because people who feel the support of a group are willing to take risks in pursuit of creative solutions and also because the possibility of finding the best solution is greater in a group than with an individual. 39

Studies have been done to measure the effectiveness of different forms of leadership. In their pioneer study, Lewin, Lippitt and White found that:

---39---

Schmuck, et al., pp. 322-323.
1. Autocratic and laissez-faire groups were not as original in their work as democratic groups were.
2. There was more dependence and less individuality in autocratic groups.
3. Under the democratic leadership, there was more friendliness and group-mindedness.
4. Under autocratic leaders, there was more overt and covert hostility and aggression, including aggression against scapegoats. 40

For these reasons, it seems appropriate to produce position descriptions that are the coalescence of thought from the affected administrator and his/her supervisor, with input from the administrative team. A five-step process for the production of position descriptions seems appropriate:

1. A standard set of directions is given to each administrator to insure content completeness and uniformity of format.
2. The administrator produces the first draft of the description.
3. The administrator discusses the draft with his/her supervisor and makes changes agreed upon.
4. The second draft is presented, along with other second drafts from other administrators, to the management staff. Changes are made by consensus.
5. The final draft is produced by the administrator for presentation to the Board of Trustees.

At the same time the process of preparing the formal descriptions is occurring, the more complex functions of clarifying informal roles might begin. Berkley states very well the existence of a large body of role theory outside the formal

Organisational charts and manuals of procedure, it seems, rarely provide us with an accurate picture of an organization. There is a good deal more lying under the surface, and what is not official or even readily visible is often most important.

The management development program recommends that the president meet regularly with other administrators, both as a group and individually, to clarify these informal roles. The agendas for these meetings should contain specific areas of concern to role identification. Although the group will undoubtedly want to address leadership, team building, and affective concerns, the concept of leadership is key to the study of public administration. Katz and Kahn define leadership, simply, as "any act of influence on a matter of organizational relevance." 42

The concept of leadership is key to the study of public administration. Leadership, and affective concerns, team building, and affective concerns, to the list, mutually it should contain leadership, power, team identification. Although the group will undoubtedly want to address these meetings should contain specific areas of concern to role identification to clarify these informal roles. The agendas for these meetings should be regularly with other administrators, both as a group and individually.

The concept of leadership is key to the study of public administration. Katz and Kahn define leadership, simply, as "any act of influence on a matter of organizational relevance." 42

Leadership

Building, and affective concerns, to the list, mutually it should contain leadership, power, team identification. Although the group will undoubtedly want to address these meetings should contain specific areas of concern to role identification to clarify these informal roles. The agendas for these meetings should be regularly with other administrators, both as a group and individually.

Organizational charts and manuals of procedure, it seems, rarely provide us with an accurate picture of an organization. There is a good deal more lying under the surface, and what is not official or even readily visible is often most important.
Putting his contributions often in the form of questions or stating them speculatively, arranging for others to help perform leadership functions which enhance their status.

Likert's concepts should be modeled in group and individual meetings. Moreover, if the management development program is to be effective, the administrators must see the value of such leadership behavior and, insofar as they can do so, internalize it into their basic organizational behavior.

Power

The importance of power in effective administration cannot be overlooked. Long's statement about power is appropriate:

The lifeblood of administration is power. Its attainment, maintenance, increase, dissipation and loss are subjects the practitioner and student can ill afford to neglect.... Power is only one of the considerations that must be weighed in administration, but of all, it is the most overlooked in theory and the most dangerous to overlook in practice.

French and Raven (1959) ...postulate five potential sources of power that people can use to influence others in social settings:

1. **Reward Power:** the control and distribution of rewards valued by others
2. **Coercive Power:** the control and withholding of rewards valued by others
3. **Legitimate Power:** authority legally vested in or assigned to a position
4. **Expert Power:** the expertise of special knowledge, skill or experience
5. **Referent Power:** personal attractiveness or membership in someone's primary reference group.

---

Likert, p. 171.


It is interesting to note the effects of each of these types of power. Research verifies the fact that legitimate, expert and referent power are more effective than reward and coercive power. Katz and Kahn wrote: "Today, even when children are regarded as having rights of their own, the simple punishment reward pattern has been altered." 46 Douglas McGregor observed:

Management by direction and control—whether implemented with the hard, the soft, or the firm approach — fails under today’s conditions to provide effective motivation of human efforts toward organizational objectives. It fails because direction and control are useless methods of motivating people whose physiological and safety needs are reasonably satisfied and whose social, egotistic, and self-fulfillment needs are predominant. 47

Finally, an examination of the concept of power should not overlook the notion of shared power. For the same reasons that administrators need to be involved in the construction of their own position descriptions, they should be involved in situations in which they share the power with the President and Board so that they can relate to the effectiveness of shared power. March and Simon, in 1958, expostulated the theory that expanding the influence of lower echelons not only increases the power of these members, but also allows administrators to participate more fully. 48 Tollett advocated power with rather than over employees. 49

---

46 Katz and Kahn, p. 134.

47 Quoted in Stillman, p. 212.

48 Schmuck et al., p. 321.

49 Berkley, p. 74.
A thorough understanding of power and, perhaps more importantly, shared power will be instrumental in achieving the communication and credibility goals of the management development program.

Team Building

Katz and Kahn observed that there are two sets of norms determining an individual's working behavior: psychological and sociological. They noted:

The major error in dealing with problems of organizational change, both at the practical and theoretical level, is to disregard the systemic properties of the organization and to confuse individual change with modifications in organizational variables.50

The "systemic properties" of which the theorist wrote are concerned with organizational norms. Over the past three years, the administration of the College established some rather unhealthy norms lying under pressure, adversarial behavior, unjustifiable51 emoluments for administrators and scapegoating. If an effective, efficient management team is to be established at the College, these norms must be abolished and replaced by more effective norms: dependable honesty, democratic behavior, appropriate salaries and fringe benefits, and responsible administrator behavior.

But why, one might ask, is it necessary to have an effective, efficient management team? Communication and management theorists

50 Katz and Kahn, p. 390.

51 From the staff's perception.
have long been in awe of the mysterious characteristics of group effort. Chester Barnard stated the concept well, "The power of cooperation...is often spectacularly great when contrasted with that even of large numbers of individuals unorganized." 52

McGregor cites eight characteristics of an effective managerial team:

1. Understanding, mutual agreement, and identification with respect to the primary task
2. Open communication
3. Mutual trust
4. Mutual support
5. Management of human differences
6. Selective use of the team
7. Appropriate member skills (task/maintenance)
8. Leadership

Likert's list is somewhat longer:

1. Skills in effective leadership and membership roles
2. Achievement of a relaxed, well-established interaction relationship
3. Attraction to the group and loyalty to all members
4. High mutual confidence and trust among members
5. Satisfactory values and goals which members have helped to develop
6. Linking functions consistent with group values and goals
7. Individual priorities set, in part, by group emphasis
8. High individual motivation to achieve group goals
9. Permeating high supportiveness for all group activities
10. Each group member exhibiting model leadership behavior for subordinates to emulate
11. Group emphasis on individual member training
12. Realistic but high performance goals readily accepted by members
13. High expectations for individual performance
14. Mutual help when required
15. High priority on creativity
16. Conformity expectations on each other


17. Strong motivation to communicate fully and frankly about relative information

18. Priority on use of communication skills to achieve group goals; avoidance of irrelevant communication

19. Priority on effective listening

20. Strong motivation of members to influence and be influenced by each other

21. Members individually and collectively exert influence on the leader

22. Continual mutual influence to keep group dynamics alive

23. Feelings of security about making group decisions

24. Carefully selected leader for leadership skills

If these characteristics are to become operating norms in the administrative team, they must be fully discussed, agreed to and modeled by administrators. As with other operational norms, violations of these must be noted and the violator must see what she/he has done.

A final team building technique is a clear understanding of the organizational tasks for which the management team is responsible. It is not sufficient to have the team work only on self-and group-development. In the words of Katz and Kahn:

Communication among peers, in addition to providing task coordination, also furnishes emotional and social support to the individual...Experimental findings are clear and convincing about the importance of socio-emotional support for people in both unorganized and organized groups. Psychological forces always push people towards communication with peers; people in the same boat share the same problems. Hence, if there are no problems of task coordination left to a group of peers, the content of their communication can take forms which are irrelevant to or destructive of organizational functioning.  

54 Likert, pp. 166-169.

55 Katz and Kahn, p. 244.
Precisely what tasks these are is not a function of this development program, but rather a management decision to be made by the new President and the Trustees.

Effective team-building, then, requires development strategies that operate on individual administrators and the administrators as they function as a group. It is the assumption of this thesis that well learned processes will be filtered down to lower echelons of college operations by direct instruction from administrators and by effective modeling.

Affective Concerns

Thus far, the management development program has focused on role identification from a set of externally imposed values. If administrators are to understand their roles appropriately, they must be involved in the clarification and certification of those roles. Likert's observation is salient: "favorable attitudes and better performance tend to go together."^6 Schmucks et al., had a similar theory, "...people who find satisfaction in their work do less hanging back, stalling, backbiting, and sabotage than do those who find little satisfaction in their work."^7 The administrators must feel to express what they -- individually and collectively -- want from the institution and each other.

--^56--

Likert, p. 79.

These desires and needs might be reduced to the Maslovian hierarchy of needs. Bittel "translates" the five plateaus thus:

1. We want to be alive and stay alive.
2. We want to feel safe.
3. We want to be social.
4. We need to feel worthy and respected.
5. We need to do the work we like.

Likert’s statement summarizes Maslow well:

"I need to do the work we like."
"I need to feel worthy and respected."
"We want to be social."
"We want to feel safe."
"We want to be alive and stay alive."

These desires and needs might be reduced to the
The conclusions reached by Schmuck, et al. are those of this management development program:

A substantial body of research has shown that...individuals act so as to maximize the chances of taking initiative, being successful, experiencing friendship and exercising influence over their own fate. 60

In other words, given the appropriate information and safe decision-making environment, people will make good decisions, particularly when the decisions affect the individuals themselves.

Instruction Programs

Role definition is only the first step in the management development program. Once the administrative staff has clear definitions of roles, the group should then turn its attention to the cognitive and affective changes. The instruction component of the development program might be spearheaded by a qualified member of the group, perhaps the new President if he feels qualified to do so. Another possibility is to engage an outside individual or organization, a plan endorsed by Schmuck, et al. 61 This decision should be made by the administrators in light of budgetary restraints, relative credibility of external and internal personnel, and specific subject matter to be used in the program. However, the question of leadership should not be of paramount importance since all substantive decisions must be made by the group if the program is to be maximally effective.

60 Schmuck, et al., p. 13.

61 Ibid, possim.
If this principle requires further authoritative substantiation, Katz and Kahn's statement should suffice:

> People have greater feeling of commitment to decisions in which they had a part... [T]he wide distribution of the leadership function is likely to improve the quality of decisions.62

One important function of this development program is to offer the administrative staff a list of task and maintenance functions from which they can choose subject matter for their instruction. The list is of course, not exhaustive; the group should have the right to reject all of the suggested topics and substitute their own, if the topics seem not appropriate to achieve the program's goals. It is perhaps appropriate, then, to refer to the goals of the development program in composing a list of instructional topics.

**Goal 1:** From their own perception and from that of the staff with whom they regularly interface, administrators will significantly improve their interpersonal and group communication skills.

Since this goal calls for changes in staff perception of administrators, an evaluative instrument should be used to assess these perceptions. A sample that might be used is attached as Appendix A. Should this or a modification thereof be utilized, it should be distributed to all staff members during the early stages of the program and resubmitted after the completion of the program.

---

62 Katz and Kahn, p. 332.
The results should, of course, indicate an improvement of perception. The questionnaire tests elements of effective interpersonal communication and should assist the group to choose subject matter areas for instruction.

Suggested topics for the interpersonal component of this goal might include the following:

Effectiveness in interpersonal communication
Persuasion
Assertive Communication
Managing Conflict
Nonverbal communication
Intercultural communication
Mediation and Arbitration
Operationalizing Theory – Y
Self-Awareness and Self-Disclosure
Effective Listening
Fluidity in Interpersonal Communication

Any of the abovementioned topics would also improve group communication, however, there are other considerations that seem to be unique to groups. Following is a list of suggested topics to improve the administrators’ functioning in formal and informal groups:

Effective Task Behavior
Effective Maintenance Behavior
Consensus Decision-Making
Group Roles
Effectiveness in Chairing Meetings
Leadership Behavior
Group Norms
Types of Groups
Group Responsibilities
Problem-Solving Techniques
Goal 2: The credibility of administrators, individually and collectively, will be substantially improved.

This goal requires a change in the perception of staff of the honesty, competence and motives of administrators. As it was mentioned earlier, the current ethos for management personnel is really quite negative. In addition to the instruction program, personal objectives of administrators should show development activities in these areas. Perhaps the group instruction portion of this goal might be limited to areas of interaction with subordinates. To begin the topic selection process, this development program suggests the use of a second questionnaire something like that attached as Appendix B. Again, the questionnaire results should give the team a starting point for topic selection.

Some of the topics included to satisfy the communication goal would be helpful in addressing the credibility goal: Effectiveness in Interpersonal Communication, Persuasion, Operationalizing Theory-Y, Self-Awareness and Self-Disclosure and Group Norms. Other topics might include:

- Ethics in Education
- Administrative Competency
- Intention Assessment
- Cooperation and Competition
- Trust
Goal 3: Administrative tasks will be clarified and completed according to a mutually acceptable timeline.

Since the role-identification stage of the program precedes the instruction program, the administrative staff should already have a clear understanding of their required tasks, both formal and informal. The instruction program should, in part, assist the administrators to do the tasks they’ve agreed to. Focus might be on the following topics:

- Effective Term Management
- Priority Setting
- Option Maintenance
- Delegation of Tasks and Responsibilities
- Management-by-Objectives
- PERT Charts
- Coping with Change

Goal 4: By legal deadlines, an administrative organization chart will be submitted to the Trustees for approval.

This goal requires knowledge of the accepted principles of organization, knowledge of the strength and weaknesses of the current administrators, and knowledge of the organizational needs of the College. Of these areas, probably the only one that would be effectively addressed by the instruction component is the first, principles of organization.

Once the group has selected its topics, its facilitator(s), and a time schedule for completion, of the instruction component, they must decide who will attend what session. Methods of
instruction are critical as well. The group should advise the facilitators of the individual programs that the exclusive use of a lecture-method is not acceptable. Most of the suggested topics are not fully assimilated by mere cognitive understanding; they require experiential strategies such as those found in the typical interpersonal and small group communication textbooks, and in some of the popular and academic psychology books. Role-playing, simulations of actual situations and scripting are also helpful.

Other Processes and Activities

The goals of the development program call for rather massive attitude changes on the part of administrators and other staff members. Bittel (and others) believed that the negative attitudes or poor morale in staff cannot be changed by preaching. He suggested setting an appropriate example and providing staff with favorable experiences. He generalized:

Attitudes that reflect optimism and enthusiasm...are positive. People who are positive in their thinking look for the good things in other people and in their own work. They seek to change and improve those conditions that they don’t like, rather than merely to complain about them.

Although the instruction component should not be a series of summons, it still is insufficient to achieve the program goals. Other processes and activities must supplement the formal

---


64 C.F. Saville Sax and Sandra Hollander, Games People Ought to Play: Reality Games (New York: Popular Library, 1972).

65 Bittel, pp. 55-56, 59-60.
instruction if the lessons of effectiveness are to be thoroughly internalized. Most of the other processes center on the President as model and facilitator. The program addresses attending to individual needs of administrators, norm restructuring, conducting formal and informal meetings, and coping with change. Two other areas get some focus, but are minimized due to the potential threats to the individual: counseling/therapy and evaluative feedback from colleagues, subordinates, and the Trustees.

Attending to Individual Needs of Administrators

Katz and Kahn observed the distinction of human needs from organizational ones: "The organization as a system has an output, a product or an outcome, but this is not necessarily identical with the individual purposes of group members." In formal and informal interactions with administrators, the President must be aware of individual values, priorities, ideas and feelings. An interesting conclusion of the landmark Hawthorne study was that recognition in and of itself tends to generate a positive response. Generalizing this conclusion to the development program, one might conclude that each time the President acknowledges a personal or professional aspect of an individual, he increases that individual's effectiveness.

---

66 Katz and Kahn, p. 63.
67 Berkley, p. 87.
To be sensitive to the administrators as individuals is to facilitate their priorities whenever possible. Likert noted that a participative leader"...is active rather than passive. He does not leave his subordinates alone. But he avoids dominating the scene....He tries to get people to rely on their own initiative." When attempting to impose organizational objectives onto individuals, it is well for the President to remember Katz and Kahn's caveat:

The man who complies for fear of punishment plans and longs for the day when he can escape or overpower the person whom he obeys." The same can be said of his attitude toward the organization which puts him in such a position. Here his deepseated desires for getting back may take the form of employee sabotage, a persistent problem for many organizations.68

Finally, one of Parkinson's laws should serve as a warning to a conscientious President:

...if the head of an organization is second-rate he will see to it that his subordinates are all third-rate; and they will, in turn, see to it that their subordinates are fourth-rate. There will soon be an actual competition in stupidity.70

Princeton mathematician Andrew Weil noted, along the same lines, a first-rate man will surround himself with his equals or his betters; a second-rate man will surround himself with third-rate men; and a third-rate man will only be able to tolerate fifth-rate subordinates and co-workers.71

68 Likert, p. 22.
69 Katz and Kahn, p. 303.
70 Quoted on Berkley, p. 220.
71 Ibid.
Thus far, the development program has focused on changing the individual administrators. These changes are appropriate and necessary if the program goals are to be achieved. However, many theorists have commented on the insufficiency of merely changing individuals. Katz and Kahn noted that the United States has changed drastically since the Supreme Court decision of 1954 to integrate public schools, a change in structure that precipitated changes in individuals. Moreover, a member of an organization may, in the discharge of his/her role responsibilities as she/he sees them, behave very aggressively while exhibiting no psychopathological aggression in his/her individual life.\textsuperscript{72}

Schmuck, \textit{et al.}, developed this concept a bit further:

...sensitivity groups and personal-growth sessions can be gratifying effects, but studies by Campbell and Danette (1968), Friedlander (1968), and Lansky et al. (1969) has shown that experiences in these groups cannot be relied upon to bring about increased efficiency, effectiveness, or team development in organizations.\textsuperscript{73}

The more current literature in the field calls for restructuring of the norms that govern institutional behavior. Gaw and Sayer offer this operational definition of a norm:

> The norms of the group are its rules, its shoulds and oughts. Certain behaviors are expected in every group. In accepting the norms of the group you agree to adhere to them yourself and to enforce them within the group.\textsuperscript{74}
An objective observer will notice several norms at work in a
group and interpersonal encounters of the administrators of the
college. The researcher has noticed the following:

1. I must make sure that everyone knows that what I do is
   much more important, more time consuming, and more
   fatiguing than she/he does.

2. I must never express a feeling other than anger.

3. I must support my own programs at the expense of others' programs.

4. I assume that my colleagues are apt to lie about important matters, so I deal with them with mistrust.

5. I must never say anything that the President doesn't want to hear.

6. I must be conciliators with faculty even if it means
   to lie about things that the President doesn't want
   to hear.

7. I must never express a feeling other than anger.

8. I must always find the gloomy side of circumstances and
  -portant matters, so I deal with them with mistrust.

The development program must address these unhealthy
practices.

The researcher has noticed the following norms at work in a

1. I must always find the gloomy side of circumstances and
   play "ain't it awful" whenever I have the chance.

2. I must expose the gloomy side of circumstances and
   play "ain't it awful" whenever I have the chance.

3. I must conceal ideas, conclusions, data, and other kinds
   of information that might argue against my personal
   priorities.

4. I must support my own programs at the expense of others' programs.

The President should talk openly about elements of effective interpersonal communication and
discourage behavior that complicates with these new norms.

The researcher has noticed the following norms at work in a

group and interpersonal encounters of the administrators of the
college. The researcher has noticed several norms at work in a

effectiveness in interpersonal communication as
and discourage that which does not. Joseph De Vitd summarises
about elements of effective interpersonal communication and
norms directly and indirectly. The President should talk openly

The development program must address these unhealthy
practices.
Positiveness - Includes a positive regard for oneself, for the other person, and for the communication situation. A positive approach to problem solving would not include mistrust and self-aggrandizement at another's expense.

Openness - The ability and willingness to reveal information usually kept hidden but relevant to the communication encounter. An open group participant would reveal affective and cognitive content that has some bearing on the group's processes.

Supportiveness - Communication behavior that conveys a positive regard for the value of others. Supportive behavior would include energy spent to aggrandize the other and his/her program both in face-to-face encounters and elsewhere.

De Vito's description is important, "Open and emphatic interpersonal communication cannot survive in a threatening atmosphere. If participants feel that what they say will be critized or attached, for example, they may be reluctant to open up or to reveal themselves in any meaningful way."

Empathy - Schafer defines empathy as "the inner experience of sharing and comprehending the momentary psychological state of another person." Empathy is nurturing; it is an act of positive regard. An empathic group member would not encounter another in an "I-it" modality.

Equality - The recognition of the worth and dignity of another. Since there are several layers of administrators in the College's structure, it is important that those in supervisory positions not deal with their subordinates as objects devoid of ideas and feelings. 75

These elements of effective interpersonal communication do not come easily to people. Restructuring group and interpersonal norms to include these involves modeling behavior. The President must take care to exhibit these behaviors in his own encounters. Restructuring also involves learning skills that
most adult Americans do not possess. Schmuck, et al. name paraphrasing, checking one's impressions of others' feelings, describing the other's behavior in objective, nonjudgmental terminology, and describing one's own feelings. These skills need to be learned by the administrators, either via the instruction program or coincidentally to task oriented meetings.

In the norm restructuring phase, it is important to remember that the administrator must see the relevance of the changed norms and be willing to abide by them. As Berkley so concisely observed, "Employees of organizations are like citizens of nations in that they tend to obey only those rules they believe in." 

Conducting Formal and Informal Meetings

Another important process for achieving the development program's goals is conducting meetings. Each of the administrators - particularly the President and Dean of Instruction - find chairing meetings a central component of his/her job. Typically, in the last three years, meetings of such bodies as the President's Advisory Council, Administrative Council, and Curriculum Committee have been without direction, forum, or output. The previous administration ignored virtually every caveat in management literature. Schmuck et al., cite seven leadership

76 Schmuck, et al., pp. 92-100.
77 Berkley, p. 94.
tasks necessary for an effective meeting:

1. Planning and preparing for the meeting
2. Setting goals by building an agenda
3. Coordinating task business
4. Keeping records of what happens
5. Helping attend to group and interpersonal processes
6. Evaluating how well activities have met goals. Planning ways of following through on decisions.

In attending to the first of these tasks – planning and preparing for the meeting – the leader must list what she/he hopes to achieve via the group process. School meetings universally tend to be structured in terms of time rather than outcomes. The President’s Advisory Council, for example, meets once per week for two hours. The Curriculum Committee has a similar schedule. For one concerned with process and outcome, it seems inconceivable that the same amount of time each week should be consumed for matters of varying complexity, import, and possible effects on the institution. Had the previous president asked himself, "What do I hope to achieve?" he might have cancelled a majority of the meetings. Once the leader has determined why she/he is calling the group together, she/he then should prepare an agenda (see below) and distribute copies to the members so that they can consult with subordinates, read, observe, and do whatever other research is necessary to ready themselves to be productive group members.

---78---
Schmuck, et al., p. 236.
Agenda setting is another important leadership function. It is a commonly held truth that productive group encounters are focused on the tasks to be accomplished. But educational policy tends to be more ethereal than that in the business world. The issues are not usually clear cut. More people have a direct stake in the outcomes. It, then, is crucial that agendas be determined that are as concrete as possible. The development program recommends a behavioral approach to agenda items. For example, instead of

1. Graduation requirements

it is recommended that the following format be utilized:

1. The staff will review the attached recommendation from the Faculty Senate regarding graduation requirements and either approve, modify and approve, or return the recommendation to the Senate with suggestions for change.

It will be noticed that the latter statement format lets the group know precisely what its task is to be.

Another problem with agendas is that of overleading. Berkley observes, "Too much communication...is as bad as not enough." The administrative group has tended to ignore important decision-making until a deadline is upon them, then rushed around to gather needed information and make decisions. One example of this pattern occurred in the Spring of 1980, when after approximately two weeks of deliberation, the President

--- Berkley, p. 240. ---
recommended to the Trustees that more than a quarter of the faculty be laid off. The result was a fiasco Board meeting that began at 7:30 p.m. and lasted until 4:00 a.m., a series of PERB hearings, lawsuits, and, finally, the recall of a majority of the Board. Agendas should reflect thoughtful foresight and should deal with manageable decisions from complete, accurate information.

Coordinating task-business and keeping records of policy and procedural decisions are functions with which the current administration has few problems. Educational leaders are accustomed to accomplishing tasks (albeit in an authoritarian manner) and to keeping voluminous files of minutes to which few ever refer.

But the fifth item on Schmuck's list - helping attend to group and interpersonal processes - is another matter entirely. Katz and Kahn noted that such attention is particularly important when

...the correctness and appropriateness of organizational adaptations are more crucial than the speed with which the adapting decisions are made, and when the nature of individual roles involves creative efforts which require broad understanding of organizational functions and the motivation that comes from identification of one's goals with the aims of the organization.80

Symptoms of difficulty [in meetings] include excessive nit-picking, repetition of obvious points, ignoring suggestions

---80---
Katz and Kahn, p. 214.
for improvement, private conversations in pairs or subgroups, domination of discussion by two or three people, polarization of members, general inability to paraphrase another’s point of view, attack against ideas before they can be completely expressed, apathetic participation. When such symptoms occur, the group should set aside the original task and place emerging maintenance issues on the agenda. It must also learn to deal effectively with its processes and to shift easily back to its main work. Most if not all staff members should be capable of performing both task and maintenance functions.  

There are several ways to attend to interpersonal needs of the participants. One way is to engage an outside facilitator such as those available at the Center for the Study of the Person at LaJolla. The facilitator has little or no interest in the task functions of the group. She/he is an observer and lets the group know when people’s responses seem to indicate a need for processing. Ultimately — perhaps initially — some members of the group will learn to function in the facilitator role and might be identified for that purpose.

It might be well also to take note of Luft’s principles of change regarding group interaction. He notes that

1. It takes energy to hide, deny, or be blind to behavior which is involved in interaction
2. Threats tend to decrease awareness; mutual trust tend to increase awareness.
3. The less is known about a person by other members of a group, the poorer the communication.

The group needs to develop the skills and willingness to self-disclose and to keep the environment nonthreatening. As was

Schmuck, et al., p. 235.

previously mentioned it is incumbent upon the President to model this behavior and to reward similar behavior in others. It is also important that the group buy the principles.

Next, it is recommended that, at the close of meetings, participants have the opportunity to decide whether or not the meeting accomplished what it set out to accomplish. If the agenda is laid out operationally as recommended, there should be no problem identifying the success level of the meeting. A behaviorally stated agenda item cites specifically what the group is to accomplish.

Finally, ways must be found to follow through on decisions. Very often, meetings held at the College yield results that are never acted out. Staff becomes enraged about sitting through hours of committee meetings, reaching decisions that most of them like, then seeing those decisions sit in a book of minutes without action. Another frustrating outcome is the common practice of "playing" with committees. This game involves a decision already made by the Board or management personnel, but put out to committees for deliberation. If the leader doesn't get the desired decision from one group, she/he simply farms it out to others, until one does come up with the original decision. These practices make group participation a sham and changes people's behavior in subsequent group activities. French, Isreal
and Aas concluded from a study in Norway that the response to
workers participating in decisions related to their work was in-
fluenced significantly by whether the worker felt that the par-
ticipation was "legitimate." This observation is as true at
the College as it was in the Norwegian factory.

The development program recommends a decision-making
model that most generally assures commitment and follow through
by all group members. Schmuck et al., describe quite nicely the
three standard decision-making modes:

Although groups may vary considerably in their composition
and procedures, three decision-making modes occur most often:
(1) decisions made by a single person or by a minority, (2)
decisions based of a majority to overrule a minority, and (3)
decisions based on acquiescence and support of the total
group after discussion and debate...

These authors go on to describe in depth the mode recommended by
the development program:

Group consensus is...a process in which: (1) all members can
paraphrase the issue under consideration to show that they
understand it, (2) all members have a chance to voice their
opinions on the issue, and (3) those who continue to doubt
or disagree with the decision are nevertheless willing to
give it a try for a prescribed period of time without sabo-
taging it.

Decisions made by consensuses or by definition have the commitment
of each member of the group. Consequently, consensuses decisions
are more likely to be implemented, less likely to be sabotaged
by dissenting members. Moreover, when everyone understands that

---83---

J.N.P. French, J. Isreal and D. Aas, "An Experiment on
Participation in a Norwegian Factory," Human Relations 13, 1960,
pp. 3-19.

84 Schmuck, et al., p. 323.

85 Ibid., p. 324.
decisions must be agreed to by all participants, the tone of interaction changes. Group members tend to be more willing to compromise, to hear their colleagues out, and to be generally more conciliatory. A group member also tends to have a higher opinion of him/herself because she/he knows, no matter what his/her status in the group, that his/her position is as important as anyone else's.

Consensus decisions are, therefore, easier to implement than those arrived at through autocratic or democratic processes. But there remains the task of implementation that is usually relegated to one or two group members. To insure implementation, the development program recommends that a follow up agenda item be included to give the implementing member an opportunity to describe his/her subsequent action.

Coping with Change

As it was mentioned earlier, the College has undergone drastic changes in the last three years. Certificated and classified staff members have resigned or retired early in record numbers; nearly all have been replaced with new faces. One entire division of the College - its off-campus program - has moved twice. Offices have been changed around to the point that one employee has been in seven different locations. Administrative changes have been too rapid to track. The Supervisor of
the Job Placement office, for example, has had six different supervisors in three years and has had four major, substantive job description changes during that time. The College has had four business managers and four presidents during this three year period. The staff, truly, has had change rammed down its throat, and change is difficult for people. Berkley notes:

Change, it should be kept in mind, always poses threatens.

It is crucial, then, that the administrative staff develop a set of coping skills to deal with inevitable change.

The organization is in a constant state of redefinition. Some responsive change within the organizational system is received as a demand for the administrative functions in a changing environment.

These changes have taken their toll with the current administrative staff. Absense has been excessive, and there has been a notable lack of functional leadership from them, as earlier described, but change is an ever present condition in the California Community Colleges during this decade, as it has been in almost all public institutions. Berkley observed, "To many, the most distinctive feature of the modern age, the one which demarcates it most clearly from previous times, is its rapid pace."

The most distinctive feature of the modern age, the one which almost all public institutions, Berkley observed, "To many, the organization functions in a changing environment, and each environmental change is received as a demand for a reallocation of resources."

The staff, truly, has had change rammed down its throat, and change is difficult for people. Berkley notes:

Change may find it frightening. Even those who would seem to benefit from the change may find it frightening. It should be kept in mind, always poses threatens.

Ibid., p. 358.
Berkley, p. 103.

...the organization is in a constant state of redefinition. Some responsive change within the organizational system is received as a demand for the administrative functions in a changing environment.

The staff, truly, has had change rammed down its throat, and change is difficult for people. Berkley notes:

Change may find it frightening. Even those who would seem to benefit from the change may find it frightening. It should be kept in mind, always poses threatens.

Ibid., p. 358.

...the organization is in a constant state of redefinition. Some responsive change within the organizational system is received as a demand for the administrative functions in a changing environment.

The staff, truly, has had change rammed down its throat, and change is difficult for people. Berkley notes:

Change may find it frightening. Even those who would seem to benefit from the change may find it frightening. It should be kept in mind, always poses threatens.

Ibid., p. 358.
It is also important that substantive change be thought through carefully before implementing it. The development program recommends several postures to be learned by the staff as coping mechanisms. First, the administrators must be encouraged to talk openly about their feelings about change in general and specific changes in particular. Secondly, they must be helped to see the institution as an open system, using Katz and Kahn’s term. They wrote:

In defining human organizations as open systems of roles, we emphasized two cardinal facts: the contrived nature of human organizations, and the unique properties of a structure consisting of acts or events rather than unchanging physical components. Since the organization consists of the patterned and motivated acts of human beings, it will continue to exist only as long as the attitudes, beliefs, perceptions, habits, and expectations of human beings evoke the required motivation and behavior.89

Thirdly, and finally, the administrators must be assisted to improve their own self-concept. The instruction segment of the development model should achieve this end to some degree. The President’s interaction with them as respected colleagues rather than subordinate minions should also help. It might also be necessary for some to engage in some therapeutic activity.

Counseling-Therapy

In extreme cases, it is sometimes necessary to seek professional assistance to cope with the pressures of school administration. The current staff includes individuals who have

---89---

Ibid., p. 172.
experienced severe trauma during the trying times just past. One has had two strokes; another has had quadruple bypass; still another has many problems with assertiveness that he will often contradict himself during the same conversation to avoid a possible confrontation. To achieve the goals of the development program, it may be that some of the administrators need more personalized development that comes with therapy. However, due to the internalized negative connotation that therapy has to the forty-sixty generation, it will not be easy to convince them, even ones who may need it most.

The President should do several things to help individual administrators decide whether or not they need counseling. It must be the individual’s decision since forced counseling is rarely effective and since precedent has been set that denies to management the right to require that an employee seek medical attention as a condition of employment. Therefore, the President must find ways to persuade the employee to engage in counseling activities. He is most likely to accomplish this task by objectively describing the employee’s behavior during and after the latter’s heightened emotional states and by establishing individually and in groups the norm that therapy is O.K..

In 1976, one employee’s excessive absence led the administration to look into requiring medical attention. Then County Counsel advised that the courts have ruled against this management right. A year earlier, an officer of the College experienced a rapidly deteriorating bout with alcoholism. The dean, the supervisor of the officer, was told by County Counsel that he could not require the employee to submit to a medical alcoholic rehabilitation program.
indeed essential for many executives. Finally, the District's policy regarding financing therapy should be examined and promulgated. In fact, both health insurance programs offered to employees in their benefit package deal with therapy in the same way that they deal with physical illness, and sick-leave pay may be collected for counseling appointments provided that the therapist is licensed to practice.

Feedback from Colleagues, Subordinates and Trustees

The processes and activities enumerated above are likely to assist willing staff members to be happier in their work, more sociable yet collegial with one another, and generally more productive. However, Berkley noted that such processes are likely to turn one inward, encouraging isolation from those outside the small group of administrators. It is necessary that the group keep focused on subordinate staff and students if the effects of their development are to be felt institutionally.

As mentioned earlier, two measurement instruments are included as Appendix A and B. These, or a modification of them might be used on a general or random sample basis to assess the staff's perception before, during and after the program's completion. Moreover, the administrators should be encouraged to keep up old relationships with the staff and to talk to key people

---91---Berkley, pp. 83-84.
about their perceptions. They should talk with one another about these external perceptions, change unfavorable ones if possible, and generally encourage each other in the change model.

Performance Ratings and Evaluation

State law requires minimally that certificated staff be evaluated every two years by supervisors. It allows discretionary evaluation by peers and students. At the College, the evaluation procedure is minimal. Biennially, supervisors fill out perfunctory three-page forms that allow them to determine whether the employee is "unsatisfactory," "needs improvement," or is "satisfactory." But evaluation should be much more than this.

Katz and Kahn theorize:

For every organization there is a set of activities that must be performed or the effectiveness and survival of the organization is in jeopardy. The primary organizational means for guaranteeing the performance of these activities is to stipulate them as role requirements, and to impose a superordinate requirement that the acceptance of role be an initial condition for membership.

The evaluation should, ideally, be an ongoing assessment by a supervisor and the employee of how well the employee is performing his/her role expectations.

The one basis for evaluation should be the formal position description. The development program calls for behaviorally stated job descriptions from which substantive evaluation criteria

---92 California Education Code, passim.

93 Katz and Kahn, p. 214.
can be easily drawn. Criteria should also include such frankly affective criteria as openmindedness, sensitivity to the needs of colleagues and subordinates, and a sense of organization. Other criteria that may be generally applied are remaining current, participating in college processes, freedom from rigidity and authoritarianism, and effective verbalization.94

The development program suggests that supervisor and evaluatee develop the evaluation processes together and that the employee (in this case the administrator) play a major, active role in the evaluation processes. Beatty and Schneier developed a sound rationale for including such criteria as job satisfaction. Job dissatisfaction, they argue, may result in the employee leaving his/her job, taking excessive absences and tardiness, giving less attention to the job’s tasks, even sabotage. Furthermore, job dissatisfaction is not good for the employees’ mental health. Feelings of depression, inadequacy and powerlessness are frequent results of job dissatisfaction.95 The authors quote Edwin and Locke, "Job satisfaction is the pleasurable emotional state resulting from the appraisal of one's job on achieving or facilitating one's job values."96 McGregor also builds a strong case for the cooperation of evaluator and evaluatee in the evaluation process.

---

94 Bradley and Baird, pp. 198 and 203.


96 Ibid., pp. 350-351.
In assembling the evaluation processes, the development program suggests that supervisor and evaluatee work out the criteria to be used long before the actual rating is done. A manageable format might be:

**Criterion** – Stated behaviorally wherever possible

**Processes for measurement** – Staff questionnaire, supervisor observations, etc.

**Level of acceptibility** – After objective assessment, a statement of how well the employee is performing the criterion

**Steps for improvement (if needed)** – What, precisely, the employee might do to improve in this particular area

It will be noted that objectivity is the key to effective evaluation. Berkley cautions,

The hub of the performance rating problem lies in the lack of objective data and procedures for making it work effectively. Even when a supervisor desperately wants to be fair and impartial, he still often has little in the way of neutral criteria which he can apply and which can protect him from his own whims and caprices. And when a superior does not feel such impartiality to be imperative, he can be very whimsical and capricious indeed.\(^\text{97}\)

Likert makes the point for objectivity even more pragmatically:

"...the more accurate the measurements of productivity, the sharper and more marked the relationships between productivity and management principles and practice."\(^\text{98}\)

If the total evaluation process is effective, the evaluatee should come away feeling supported, competent, satisfied

---

\(^\text{97}\) Quoted in Berkley, p. 151.

\(^\text{98}\) Likert, p. 13.
and ready to embark on a program of refining skills and knowledge.
Conclusions

The major thrust of this research project has been the formulation of a program of management development for a specific group of public school administrators. It has focused on the strengths and weaknesses of these administrators in particular and the activities required to assist them to develop further the skills and knowledge necessary for maximum effectiveness.

The program goals are herein articulated and several activities suggested for the achievement of the goals. Included are role identification development instruction, individual needs of administrators, norm restructuring, conducting meetings, coping with change, counseling, feedback, and evaluation. The development program is grounded in principle of humanistic psychological, and modern concepts in small groups and interpersonal communication.

Implementation of the program will most surely lead to increased effectiveness of operation. It is assumed, too, that the program might be modified to meet the needs of other community college administrators in this transition time.

But the primary focus has been on sound principles of effective public administration. The need for such a program is well articulated by Hersey and Blanchard: "The successful organization has one major attribute that sets it apart from unsuccessful organizations: dynamic and effective leadership."99

---99 Quoted in Bradley and Beard, p. 191.
Appendix A

Staff Perceptions of College Administrators, #1

Please answer the following questions about the College administrators as you perceive us. Unless you choose to reveal your identity, the responses will be anonymous. The intent of this questionnaire is to measure the perceived quality of the administrators’ communication and related skills. A second copy of this questionnaire will be sent to you upon completion of an Administrator Development Program, currently in progress. Please return your response to _________ by _________.

1. Have you had direct, face-to-face dealings with one or more of the current administrators? (_____yes) (_____no) If yes, approximately how many direct, face-to-face dealings?
   -1-5
   -6-10
   -more than 10

2. Have you attended one or more meetings that a current administrator has chaired? (_____yes) (_____no) If yes, estimate the number of such meetings.
   -1-5
   -6-10
   -more than 10

3. Check all responses that apply to your perception of a current administrator’s interpersonal communication skills:
   -a. positive in his/her outlook
   -b. negative in his/her outlook
   -c. willing to express relevant feelings, thoughts, judgments
   -d. keep his/her own feelings, thoughts and judgments to him/herself
   -e. supportive of you
   -f. not supportive of you
   -g. empathetic with your feelings, needs
   -h. not empathetic
   -i. treats you as an equal
   -j. treats you as a subordinate
   -k. able to express ideas, feelings, judgments articulately
      not able to express ideas, feelings, judgments articulately
1. other evaluative observations

m. handles conflict situations effectively
n. does not handle conflict situations effectively

4. Check all responses that apply to your perception of a current administrator's skills in group communication as a chairperson:

a. affective organizer
b. ineffective organizer
c. uses a clearly focused agenda
d. does not use a clearly focused agenda
e. deals effectively with group members
f. does not deal effectively with group members
g. gets important tasks done
h. does not get important tasks done
i. meetings are generally effective
j. meetings are generally ineffective

Generally:
k. participates in group activities without forcing own opinions
l. seems to use authoritarian techniques to get his/her own way
m. is a valuable group member
n. is not a valuable group member

Thank you for your participation. It is our hope that we will improve our communication skills partially as a result of your perceptions. If you'd like to talk to one of us about the questionnaire, please so indicate and one of us will contact you.

☐ No, I prefer to remain anonymous
☐ Yes, please contact me

(signed)______________________________
derpartment______________________________
extension_________ message__________

signed by all administrators
Appendix B

Staff Perceptions of College Administrators, #2

This is the second in a series of four questionnaires about staff perception of administrators. Please answer the questions below and return your responses to ______ by ________.

1. I consider the administration as a group to be
   a. Competent most of the time in most appropriate areas
   b. Competent most of the time in some appropriate areas
   c. Competent some of the time in most appropriate areas
   d. Competent some of the time in some appropriate areas
   e. Basically incompetent

2. I consider the administration as a group to be
   a. Honest and open
   b. Honest but not open
   c. Open but not honest
   d. Neither honest nor open

3. I consider the motives of the administration to be
   a. Basically from a genuine concern for the College
   b. Basically from a concern for themselves as a group
   c. Basically from a concern for themselves as individuals

4. Which term(s) best describes your perception of your professional relationship with the administration (check all that apply)
   a. I trust them
   b. I don't trust them
   c. I feel comfortable with them
   d. I feel uncomfortable with them

5. Check all the descriptive terms that you believe fit the College administrators:
   a. Facilitative
   b. Blocking
   c. Creative
   d. Not creative
   e. Understanding
   f. Not understanding
g. Flexible
h. Dogmatic
i. Rigid
j. Caring
k. Uncaring
l. Powerful
m. Weak
n. Knowing what they ought to know
o. Not knowing what they ought to know

Thank you for your help. If you have suggestions about improving the administration, please jot down your ideas on the back of this page. If you’d like to discuss your ideas with any member of the administration, please check the appropriate box below and sign your name. Someone will call you in the near future for an appointment time.

☐ I want to talk to someone about this questionnaire

______________________________
(signed)

extensions where you can be reached or a message left

----------
----------
Bibliography


California Administrative Code, Title 5

California Education Code.


