A Study of the Process by Which a Central Administrative Office Functions in a Selected School System

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A STUDY OF THE PROCESS BY WHICH A CENTRAL ADMINISTRATIVE OFFICE FUNCTIONS IN A SELECTED SCHOOL SYSTEM

by

D. Bruce Galland

A Project Report
Submitted to the
Faculty of The Graduate College
in partial fulfillment
of the
Specialist in Education Degree

Western Michigan University
Kalamazoo, Michigan
August 1978
ACKNOWLEDGEMENTS

I wish to acknowledge the excellent instruction and encouragement I have received from the many people within the Department of Educational Leadership with special thanks to Dr. Carol F. Sheffer for her assistance in completing my internship. I am especially thankful to the Muskegon Public Schools under the leadership of Superintendent Dr. William Austin and the central office staff who allowed me to observe and take part in the everyday functions of their respective jobs and responsibilities. These people were always willing to give of their time in candidly answering questions and never shut a door because of confidentiality, but respected me as if I were a paid member of the staff; for this I am very grateful. To my wife and children a special word of thanks for their help and encouragement which allowed me to start and complete the Specialist Degree.

D. Bruce Galland
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Western Michigan University, Ed.S., 1978

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INTRODUCTION

When the administration of a school system consists of more than one person (superintendent), the leadership and authority utilized by the superintendent and central office staff in carrying out their respective roles and responsibilities can mean success or failure in the operation of a school system. Included in the operation of a school system is the interplay between the personnel in the central office and the impact of social and economic influences along with the administrative complexity that seems to become more involved each year in running a school system. Consequently, the intent of the internship was twofold: first, to observe the interplay of authority and leadership of the superintendent and the central office staff, and secondly, to study the role and responsibilities of the central office staff.

The internship took place at the Muskegon Public School System's central office under the direction of Dr. William Austin, Superintendent, beginning the last week of June, 1977, and continuing through the months of July and August with a brief interruption for a vacation. This break occurred during the time when some of the central administrative staff were on vacation.

The prospectus was written in the Spring of 1977. The internship was designed to be a partial fulfillment of the degree of Specialist in Education and also to provide the intern with a practical experience in educational leadership. When the intern talked with Dr. Austin, Superintendent of Muskegon Public Schools, during the early part of 1977, he expressed much interest in sponsoring the internship.
and offered assurance that there would be enough activity during the summer to make the internship worthwhile.

The Muskegon Public School System was selected for this internship for three reasons: 1) it was a comparatively large city school system serving 7,500 students, 2) the central office was staffed by professionally respected people, and 3) many educational and service programs were maintained throughout the summer.

The general purpose of the internship was to study the central office operation of a large school system. The major focus of the prospectus was developed around the study of the process by which the Muskegon Public Schools function administratively. The Muskegon Public School's administrative process consisted of the interaction of its superintendent and his administrative cabinet. This cabinet consisted of Dr. William Austin, Superintendent, Mr. John DeHorn, Assistant Superintendent of Administration, Dr. James Perry, Assistant Superintendent of Instruction, Mr. Fred Roys, Personnel Manager, Mr. Michael Sepeshy, Director of Community Education, and Mr. James Austin, Director of Special Programs.

As often happens, plans made in advance do not always occur in the manner expected. This internship proved to be no different. The teachers and the Muskegon Board of Education reached agreement on a negotiated contract the end of May, 1977. Due to the length of time involved in negotiating near the end of the school year, some of the central office staff negotiating for the board utilized the early summer for vacation time. Because the intern had been chairman of negotiations as a Reeths-Puffer School teacher for three years and had
experience in mediation, fact finding, and a strike vote, observing or participating in the negotiation process was not a priority for the internship. The lack of accessibility to some of the central office staff resulting from their absence did cause a change in some of the personnel contacts and skills development opportunities anticipated in the prospectus.

As previously indicated, there were two major focuses of the internship; to observe and learn about leadership functions and interaction and the use of authority within the central office staff of the Muskegon Public Schools and to observe and discuss with the central office administrative staff the roles and responsibilities of their respective positions. Generally, the objectives stated in the prospectus were accomplished.

Because of the subjective aspect of this study, most of the work contained herein is based on observations, interviews, and experiences related to work performed by the intern during the summer of 1977. Included within the paper are ideas and theories gleaned from selected literature pertaining to the major focuses of the internship. These have been footnoted when used for comparisons of the written ideas and the experiences of the intern. In addition, a major part of this paper evolves from the daily log kept by the intern and contained in an Appendix of this paper.
MAJOR INTERNSHIP

Sponsoring Organization: Muskegon Public Schools

Field Supervisor: Dr. W. L. Austin, Superintendent of Muskegon Public Schools

University Advisor: Dr. Carol F. Sheffer, Western Michigan University

Major Focus of Experience: The study and understanding of administrative responsibilities, lines of authority and roles in the Muskegon Public School's central office

Duration: Six weeks commencing Monday, June 27, 1977

Rationale:

Due to the complexity and magnitude of the operation of a school system of any size today, the role of the central office personnel and the interplay of authority and responsibility between the central office and the superintendent is pivotal. Although the delegation of authority is to some extent dependent on the superintendent's direct involvement in the various activities assigned to central office personnel, the success of the total management team also depends on the insight and understanding which the management team has of their roles and their willingness to accept the roles.

Forces outside the school system are constantly influencing the superintendent; therefore, s/he may spend a large part of her/his time dealing with public relations. Add to this the old statement "the buck stops here." A superintendent accepts the final responsibility for the operation of the total school system. S/he must deal with the constantly changing legal picture affecting education, both
judicial and legislative, and must be responsive to the wishes of the school board members.

Therefore, the intent of this internship is twofold: first, to study the role and responsibilities of the central office staff in the Muskegon Public Schools and secondly, to observe the interplay of authority and leadership of the superintendent with the central office staff. The Muskegon Public Schools administratively function with a superintendent and an administrative cabinet consisting of the Superintendent, the Assistant Superintendent, the Assistant Superintendent of Instruction, the Personnel Manager, the Director of Special Projects, and the Director of Community Education. In addition to these six people there are others in the central office not included in the cabinet. Because of the many people and their complex responsibilities, working in the central office offered a fine opportunity to learn and experience a wide range of ideas and roles.
# PROJECTED NATURE OF INTERNSHIP EXPERIENCE

## OBJECTIVES

### A. Conceptual

1. **To acquire knowledge of how a central office is staffed and organized in a large school system.**
   - The intern will discuss with the superintendent and school board their concepts of administrative staff organization for a school system.

2. **To study the lines of authority within a central office and the delegation of authority.**
   - The intern will examine the delegation of authority with the superintendent and central office staff.

3. **To achieve an understanding of the responsibilities of the administrative cabinet based on this structure.**
   - The intern will attend the weekly meetings of the cabinet and discuss with each member his perception of his responsibilities.

### B. Human

1. **To acquire an understanding of the roles of administrative cabinet members.**
   - The intern will spend one week with each cabinet member working in his area of responsibility.

2. **To study relationships between the administration and employees, both professional and non-professional.**
   - The intern will sit in on negotiations between employee groups and interview their respective leaders.

## EXPERIENCES & CONTACTS

- **The intern will**
- **The intern will be able**

## TERMINAL SKILLS

- **The intern will be able**

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<td>3. To study relationships between the administration and the school board.</td>
<td>attend school board meetings and arrange to talk with some board members individually.</td>
<td>to understand the interplay between the school board and its administration.</td>
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<td>4. To comprehend importance of public relations in administrating a school system.</td>
<td>discuss with board members and administrators the importance of public relations to school system.</td>
<td>to cite successes due to public relations.</td>
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**C. Technical**

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<th>The intern will be able</th>
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<td>1. To analyze one's self in relation to the many roles within a school system's central office.</td>
<td>survey &amp; examine the positions in the administrative cabinet.</td>
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<td>2. To develop knowledge pertaining to special funds received from the Federal Government, grants, and other special areas.</td>
<td>talk with the Director of Special Projects and study various proposals used to get funds.</td>
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<td>3. To study the process by which curriculum is developed in the school system.</td>
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1. LEADERSHIP AND AUTHORITY: CENTRAL OFFICE STAFF

Introduction

What is leadership? What is authority? The intent of this chapter is to address these two questions by comparing the intern's observations and interviews with the theories and definitions commonly held regarding these terms.

Griffiths defines leadership as "the initiation of a new structure or procedure for accomplishing an organization's goals and objectives or for changing an organization's goals and objectives."¹ In developing this definition Griffiths refers to the need for "establishing well-defined patterns of organization, channels of communication, and methods of procedure; and relationships between the leader and his staff indicative of friendship, mutual trust, respect and warmth."² The internship demonstrated to the intern that leadership can be a combination of many facets. The administrator or leader provides a product and this product is the result of her/his relationships with people. "It is a force which can initiate action among people, guide activities in a given direction, maintain such activities, and unify efforts toward common goals."³

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²Ibid., p. 134.


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The force by which a leader starts and maintains action in the pursuit of a school system's goals is often referred to as authority. Authority has been defined as "institutionalized power" or "when a subordinate...permits his behavior to be guided by a decision reached by another irrespective of his own judgment as to the merits of that decision." Griffiths defines authority as "the power to make decisions which guide the actions of another." Max Weber recognized both authority and power as a means of obtaining social control. He said "power is a form of raw energy, based on involuntary compliance, that enables a person to carry out his own will" and that "authority is voluntary compliance based on commands from a person or system that has legitimacy." There are many definitions of power and authority and many theories about how power and authority affect each other. Because the scope of this paper is limited to one school system, the intern has elected to use Sergiovanni's and Starratt's definitions of authority and power due to its broader base. Sergiovanni and Starratt define authority as "a broad basis for action not directed at any one or another individual" and power "is derived from authority and administratively is directed at winning individual or group compliance..."

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6Knezevich, *op. cit.*, p. 44.

This chapter was developed from objectives stated in the internship prospectus. These objectives are: the staffing and organizing of a central office; the lines of authority and delegation of authority within a central office staff; the relationships between administration and the school board; and the acquisition of knowledge from the interplay of leadership and authority of the superintendent and the central office staff.

The Interplay of Leadership and Authority

The opinion that educational administration is a unique activity, differing greatly from business, military, hospital, and other varieties of administration, has given way to the idea that there is more that is common about the varieties of administration than is different. "Lazarsfeld has argued that all administrators are confronted by four major tasks and that these tasks vary in little other than emphasis from organization to organization. These tasks are: 1) the administrator must fulfill the goals of the organization; 2) the administrator must make use of other people in fulfilling these goals, not as if they were machines, but rather in such a way as to release their initiative and creativity; 3) the administrator must be concerned about moral and the idea that under suitable conditions people will do better work; 4) the administrator must build into his organization provisions for innovation, for change, and for development."

The process of staffing and organizing a central office is a result of several factors. The position of superintendent of schools

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8Griffiths, op. cit., p. 3.
is normally filled by the board of education and it is generally accepted "that it is the function of the board of education to legislate and of the superintendent to execute." With the rapidly changing world we live in it is evident, as school systems increase in size, that the administration of such viable, changing organizations, demands more than the time and knowledge of one person. As a result, most school systems have an administration staff consisting of both generalists (ex., superintendent) and specialists (ex., personnel manager).

The staffing of the Muskegon Public Schools Central Office was the result of the recommendation of the Superintendent and the administrative cabinet. An example of the increasing need for specialists was the added position of Budget Control Officer. Muskegon Public Schools has had a Business Manager for many years. Due to the constantly changing classification of budgets, more budgets due to increased federal and state programs and mandated reports of many kinds, the Superintendent recommended the creation of the position of Budget Control Officer in order to meet these special needs.

Within the Muskegon Public School Central Office, the Superintendent formed an administrative cabinet consisting of himself, two Assistant Superintendents, a Personnel Manager, a Community Schools Director and a Director of Special Projects. The administrative cabinet met every Monday morning in the Central Administration Building. Through this cabinet, decisions were made, problems were discussed,

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and ideas were examined collectively. As the intern attended the cabinet meetings, it was apparent that the Superintendent, even when he knew of a problem, relied on a cabinet member to specifically state the facts. The intern observed the interplay of leadership and authority during the administrative cabinet meetings. Leadership was provided by the Superintendent, who would at times, let the cabinet make a decision. Other times one or more of the cabinet members would provide leadership in trying to solve a problem and after some discussion, the Superintendent showed leadership and authority by summarizing the discussion and stating a solution. According to Drucker an effective executive practices five habits:

1) Effective executives know where their time goes.
2) Effective executives focus on outward contribution. They gear their efforts to results rather than work.
3) Effective executives build on strengths--their own strengths, the strengths of their superiors, colleagues, and subordinates; and on strengths in the situation, that is, on what they can do.
4) Effective executives concentrate on the few major areas where superior performance will produce outstanding results.
5) Effective executives, finally, make effective decisions...They know that an effective decision is always a judgement based on 'dissenting opinions' rather than on 'consensus on the facts'. What is needed are few, but fundamental, decisions..."\(^{10}\)

By observation and interview, the intern perceived Drucker's five habits being practiced. The experience gained while working within the offices of the Assistant Superintendents provided insight into the use of these and other commonly accepted principles of leadership.

Likewise, authority was observed during the term of the internship. Authority was not used in a dictatorial manner or flaunted.

The skill of the people in the central office was such that authority was so expressed that those personnel being directed easily acquiesced.

"Authority and its judicious exercise are not inconsistent with democratic principles. Democratic society has found it necessary to allocate authority to numerous offices and positions which it has created in order that the freedom and opportunities of individuals and groups may be guaranteed. It is necessary that the school administrator have appropriate authority in order that the school system may have the necessary freedom of action. Without such authority the school administrator would be handicapped in providing the creative leadership expected of a person in his position. If he had no authority, he would be unable to be of most help to members of the staff in solving their problems. The administrator must, however, use his authority in such a way as to guard the rights of staff members as well as his own."11

The basis for a person's authority in an organization is the acceptance of that authority based on the common values or goals held by a particular group. Basis for authority may be "formal (hierarchical, authority, legitimacy, position, and office) or functional (professional competence, experience, and human relations skills)."12

Since the central office staff in the Muskegon School System had generalists and specialists whose authority came from a formal and/or functional basis, a means of organizing the various central offices had to be developed. Organization is primarily a matter of determining form, structure, and relationships. In the case of organizations the concept of "authority starting with the top administrative post and ending with operatives or workers, is referred to as the


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The description of how authority is distributed from the top down through the organization is referred to as the chain of command, or pyramid. The Central Office of Muskegon Public Schools used a flattened pyramid in diagraming its organization (Appendix N).

Boards of education through the state legislature derive their authority by law. Each board delegates this authority to its chief executive, the superintendent of schools. Muskegon's Superintendent was at the top of the organizational chart. The chart showed the Superintendent at the top with the offices of the two Assistant Superintendents, the Personnel Manager, and the Business Manager directly below. The Superintendent would issue an order or other form of communication and normally direct it to one of these four people. When appropriate, they would direct the order to the people responsible to them. In reverse order, a form of communication from a teacher would follow the channels as indicated, but the Assistant Superintendents or Personnel Manager would usually raise the problem in a cabinet meeting, unless the situation required the immediate attention of the Superintendent.

The observations of the intern indicate that, generally, the organizational chart functioned as indicated. There were instances where the hierarchy of authority was not followed. "Seldom is the chain of command limited to paths indicated on an organizational chart."

The horizontal aspect of the chart, showing the structure of the central office and the delegation of authority required to

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13 Knezevich, op. cit., p. 40.
14 Ibid., p. 50.
carry out the responsibilities of each department, was followed much more than the vertical.

Knezevich says the "process of delegation involves assigning duties, granting authority to make commitments and utilize resources, and creating an obligation on the part of the subordinate for reporting and for satisfactory performance."\(^{15}\) The central office staff in the Muskegon Public Schools seemed to be putting Knezevich's process into action.

Throughout the internship the interplay of leadership and authority was never observed where leadership or authority was abused. The intern found excellent communication throughout the organizational structure, plus a concern for people which was often expressed in the act of providing leadership for the school system.

The superintendent receives from the school board the authority to provide leadership to the school system. He in turn delegates responsibility and authority to staff members in order to insure meeting the goals and objectives of the school system. The school board is the originator of this process and the members are representatives of the people in the school district. The intern had as one of his objectives the study of relationships between the board and central administration. The interaction of the school board with the central office staff was not a day to day occurrence. Yet, as a result of the meetings held by the various board committees, the board members were in contact with members of the central office staff more than once a month. (Appendix F) This leadership and use of authority

\(^{15}\)Ibid., p. 56.
was evident in informal get-together meetings (Daily Log - June 29),
committee meetings (Appendix G-H) and board meetings (Appendix J).

The interplay of leadership and authority with the Superintendent
and the central office staff was interesting. Occasionally, the
Superintendent would lead the cabinet in selecting a solution to a
problem. Occasionally, the cabinet members, collectively, would
provide the impetus to reach a solution. As has been stated earlier,
the board of education, through its powers granted by the State
legislature, invests in the superintendent authority to act on its
behalf. "Possession and use of authority cannot be escaped. It is
the use of authority that determines if one is relating to democratic
principles."16 At each cabinet meeting and especially at the meeting
with the two Assistant Superintendents and the Personnel Manager, the
Superintendent displayed several styles of leadership (Daily Log -
August 12 and 13). "Leadership is a force which activates the human
resources within an organization."17 Some of the terms used in
labeling the process or style utilized to create this force are
called: democratic, autocratic, anarchic, nomothetic, idiographic and
transactional. The democratic style of leadership emphasizes group
and leader participation in the formulation of solutions to problems.
Getzels and Cuba describe styles of leadership as: nomothetic,
stressing the requirements of the institution, idiographic, empha­
sizing individual needs, and transactional, being a compromise between

16John Corbally, Jr., T. J. Jenson, and W. F. Staub, Educational
Administration: The Secondary School, 2nd ed., Boston, Massachusetts:

17Knezevich, op. cit., p. 108.
nomothetic and idiographic.\textsuperscript{18}

Even with the authority and power granted by law, the superintendent by her/his style of leadership can draw effective leadership from her/his central staff. The operation of the school system based on the interplay of leadership and authority between the superintendent and the central office staff is mutual respect for each other, belief in the goals of the system and effective communication among everyone in the central office. "Studies conclude that the leader must be effective both in terms of criteria related to the individuals within an organization and in terms of criteria related to the organization itself. The delicate balance required to permit progress in meeting institutional goals without sacrificing individual rights and satisfactions is one which an effective leader must establish and maintain."\textsuperscript{19}

Summary

Leadership is a force by which a school system's goals and objectives can be accomplished. The success of the force depends on the leader's relationships and communication with the personnel in the system. This force is actually the authority and power which a leader may use to make decisions and to carry them out. The administration of schools is not unique or different from other fields of administration. Because of this fact, educational administration, as well as other areas of administration, have four common tasks: 1) meet the

\textsuperscript{18}Ibid., pp. 102-103.

\textsuperscript{19}Corbally, Jenson, and Staub, \textit{op. cit.}, p. 46.
goals of the organization, 2) utilize people's talents in order to meet these goals, 3) be concerned about moral and work conditions, and 4) allow for innovation and development.

The staffing of a central office is usually based on organizational needs. As the appointed leader of the school system, the superintendent recommends to the board of education the need for an additional position(s) as the complexity of jobs is increased, or more responsibilities are added. The Superintendent of Muskegon Public Schools had appointed and developed an administrative cabinet through which leadership and authority could be shared. The cabinet with the Superintendent provided the school system with effective leadership.

The development of an organizational chart is a common practice in many organizations. In theory, any one looking at such a chart can follow the lines of authority and the delegation of responsibilities. In practice, the organizational chart is not always followed by people within the organization. The chart for Muskegon's Central Office Staff was no different. Several times the intern observed a situation where a person did not follow the "chain of command." Still the delegation of responsibilities and authority functioned correctly and communication throughout the central office remained excellent.

The Muskegon Board of Education members were very conscientious and active in carrying out their responsibilities as board members. The Superintendent provided leadership to the school system and, as the Superintendent, he acted as the executive officer of the board.

The interplay of leadership and authority between the Superintendent and the central office staff seemed to be based on democratic
and transactional leadership styles. The Superintendent and the central office staff not only showed respect for each other, but also shared common goals, and maintained excellent communication and staff input. (Daily Log – July 25, August 1 and 12) The Superintendent and all central office staff members communicated so well that no one of them ever felt personally threatened by another's support or disagreement on an issue. In fact, the use of leadership and authority was respected and used in such a way that the interplay among the central office staff produced positive results.
2. ROLE AND RESPONSIBILITIES: CENTRAL OFFICE STAFF

Introduction

School systems may vary in the expectations held for the people filling administrative roles. These prescribed duties and priorities set forth by the citizens and the school board members influence an administrator's leadership style, but the administrator's own personal values and beliefs will also shape her/his behavior in the school system. Kauss defines role as "actions an individual who holds a certain position takes because of expectations held by himself or others."20 An administrator's own expectations as well as those held by the administrative personnel above her/him are directly connected with the responsibilities assigned to or implied with the job.

Successful administration is expected of an administrator. In order to successfully fulfill her/his role, an administrator must know the purpose and/or tasks of the organization to whom s/he is responsible. "The central purpose of administration in any organization is that of co-ordinating the efforts of people toward the achievements of its goals."21 As deemed by our society through its laws education's basic goals are teaching and learning. The main task of school administrators, according to Miller, et. al., "is to help identify and


21Roold Campbell, Edwin M. Bridges, et. al., Introduction to Educational Administration, 4th ed., Boston, Massachusetts: Allyn and Bacon, Inc., 1971, p. 120.
promote legitimate goals and purposes, and to determine and operationalize the means for their achievement." The process by which administrators function in order to accomplish these goals has been studied and written about for many years. The terms used by various writers in the field of educational administration to describe the functions of administrators are similar or the same in their order or title. The following five terms and their order are the most common: 1) planning, 2) organizing, 3) stimulating, 4) co-ordinating, and 5) controlling.

Usually, administrative roles are defined in terms of role expectations. These expectations, which come from many diverse areas (citizens of the school district, board members, teachers, parents, students, etc.), all have a direct effect on an administrator. The better an administrator understands her/his role and the expectations associated with the role within the school system, the more likely s/he will be successful in that role.

In describing their theory of administration for educators, Getzels and Guba liken education to a social system. This social system involves two dimensions: the nomothetic, and the ideographic.


23Knezevich, op. cit., p. 28.

24Ibid., pp. 28-33.

Nomothetic Dimension (normative dimension of activity)

social → Institution → Role → Role expectations → observed system → Individual → Personality → Need disposition → behavior

Ideographic Dimensions (personal dimension of activity)

Administration is a process in the total educational system. The administrative process in Getzel's and Guba's social system is used in a conceptual, not descriptive, manner. Yet, the concept provides an important insight into understanding administrative relationships in an educational institution.26

Getzels, in a later paper, stresses the importance of the role in an institution. "Institutions are agencies established to carry out imperative functions (governing, educating, policing) for the social system. Roles are dynamic aspects of positions, offices, and statuses within an institution. Roles are defined in terms of role expectations. A role has certain normative obligations and responsibilities, which may be termed 'role expectations,' and when the role incumbent puts these obligations and responsibilities into effect, he is said to be performing his role."27 As pointed out by Getzels, roles are a part of a social system in an institution and as such, they help to give meaning to each other.

A part of Getzel's and Guba's theory stresses the idea that roles are occupied by real people and no two individuals are alike. As a result, the ideographic dimension gives emphasis to the fact that a person brings her/his own needs and personality to a particular role.

26 Ibid.

27 Getzels, in Halpin, op. cit., pp. 150-156.
In effect, each administrator stamps her/his role with her/his own behavior. "Behavior, then, in any social system is a function of the interaction between unique personalities and pre-established roles. Conformity to the institution, its roles, and expectation leads to organizational effectiveness, while conformity to the individual, his personality, and his need disposition leads to individual efficiency."  

Through a process of observing and interviewing the personnel in the Central Office of the Muskegon Public Schools, the intern was able to study the roles and responsibilities involved in the various administrative positions within a central administrative office. The intern had in his prospectus three other objectives to be accomplished during the observation and interviewing in the Central Office of the Muskegon Public Schools. The use of public relations in administering schools, the obtaining of state and Federal Funded Programs, and the process by which curriculum is developed were three other objectives as stated in the intern's prospectus.

The intern elected to study the roles and responsibilities related to the superintendent, the members of the administrative cabinet, and the business manager. Reference will be made to various days recorded in the intern's daily log which is included in the Appendix section of this paper.

Role and Responsibilities

Superintendent

The role of the superintendent is that of a generalist. S/he is

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28Sergiovanni and Starratt, *op. cit.*, p. 34.
different from other administrative personnel in the central office because they are, by role definition, specialists. The major function of the superintendent of schools is to improve the educational opportunity for each child in the school district and to raise the level of educational awareness of the citizens in the school district. The fact that citizens of a school district now demand more for their tax dollars has created for education a task which in a broader sense deals with the utilization of the schools by people of all ages and requires a larger scope of activities in and out of school, day and night. The superintendent must see the total educational program and the relationship that program has to the entire school district.  

Campbell, Bridges, et. al., say "the superintendent's expertise lies in his conceptualization of the tasks to be performed, in his inventiveness and genius in organization, and his ability to work with people. His is an overall or general perspective, which he utilizes in charting the course the school is to take. Although his staff assists him in achieving this perspective, he must articulate it, and he must have the power to use it as a guide for action." Campbell, Bridges, et. al., go on to stress that the superintendent, as a symbol of the educational system, can, to a marked degree, set the tone or behavioral pattern for the staff. Citizens of the school district look to the superintendent for her/his vision and foresight. They also look at her/his behavior as an indication of the tone of the school

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29Daniel E. Griffiths, op. cit., pp. 72-74.
30Campbell, et. al., op. cit., p. 267.
system as reflected by the superintendent's personality in school-community relationships. 31

The previously cited literature describes the role of a superintendent as a generalist, but the intern found the Superintendent of Muskegon Public Schools to be a person with many specific skills. As superintendent, he utilized these skills. Further, the intern viewed him as an administrator who used his skills to encourage the best job performance possible from the personnel responsible to him. This ability to bring out the best in his administrators helped to make the Central Office Staff accomplish their tasks effectively and efficiently. (Daily Log - August 15; Appendices C, D, and E)

The following list of a superintendent's responsibilities was compiled by the intern using observations and interviews during the course of the internship. This list is not in any specific order, nor is it all inclusive.

1. To assemble a staff of competent people who work well together and keep the school system functioning successfully.

2. To provide excellent communication skills not only within the school system, but also outside of the schools with the citizens of the school district.

3. To devote energy and time to the discussion of education with various interest groups in the attempt to gain their support.

4. To be a totally secure person in order to provide the best leadership.

5. To have a broad knowledge of the field of education.

31 Ibid.
McCoy in his article "Ingredients of Leadership" stresses many of the same ideas. Because the administrators in the Muskegon Public Schools Central office were capable in carrying out their responsibilities, the Superintendent was able to utilize his skills working on tasks for which he felt responsible. During the internship, he exhibited skill in developing leadership qualities in persons within and without the school system. (Daily Log - August 1) The Assistant Community School Director discussed the Superintendent's ability to place people in areas of responsibility, such that they rarely failed. (Daily Log - June 28) In fact, these people fit so well in their given positions that they were very effective.

The Superintendent stressed the importance of effective communication with influential interest groups within the school district in order to gain their support. He maintained this communication by taking a very active part in Rotary Club (the members of which represent the very top levels within their respective occupations) and by being aware of any opportunity to enhance the communication between the school system and other interests, such as the local newspaper. (Daily Log - August 16, and Appendix J) The Superintendent was indeed a generalist in role definition, but as a person, he brought many skills to and took a very active interest in various professional areas such as the State Tenure Commission. (Daily Log - August 4 and 5) Due to the leadership and administrative experience gained from the internship, the intern now has a better understanding of the many

aspects that make up the role and responsibilities of a school superintendent.

Assistant Superintendent

The role and the responsibilities associated with any assistant superintendent depend, to a large extent, on the structure of the central office and the type of leadership exhibited by the superintendent. "Given the complexity of a modern school system, no man, except in the smallest district, can personally attend to all its administrative details. Nor can he have the knowledge in all areas that administration requires. For these reasons, and because the superintendent needs time to exercise general direction and supervision of the school system, he must have the assistance of specialists of high competence."33

The Assistant Superintendent of Administration in the Muskegon Public School System brings to this position over 30 years experience in various capacities all within the Muskegon System. This experience was one part of the role he gave to his position, that of having worked in and/or having knowledge of all the school buildings and the neighborhoods which they served. During his number of years in the school system, the Assistant Superintendent of Administration had held the positions of teacher, Director of Music, Principal, and Director of Special Education. Thus the role of the Assistant Superintendent of Administration was to provide communication, direction, and perspective based on his experience with all administrative positions

responsible to him. The position had decision making authority. The
managing of all principals, the overseeing of all capital outlay and
building repairs, and the directing of child accounting fell within
the responsibility of the Assistant Superintendent of Administration.
He was also the hearing officer following the building principal for
all student problems. His responsibility for the overseeing of all
principals was demonstrated during a cabinet meeting. (Daily Log –
August 15) The Superintendent gave directions as to the retention and
destruction of various records. After the meeting the Assistant
Superintendent of Administration developed a suggested list of records
to be kept and their time limits. (Appendix C, D and E)

Each of the aforementioned areas of responsibility has several
tasks. Some of these tasks were assigned to the intern in order to
meet the experiences as outlined in the prospectus. The intern spent
two different time periods working with the Assistant Superintendent
of Administration in his office. During the first period, work con­
cerned relevant legal decisions and laws that would be of direct
concern to the building principals. (Daily Log – July 25-29; Appen­
dices A and B) During the first time period, the intern worked in the
office of the Assistant Superintendent of Administration and was able
to experience many day-to-day functions of that office. The second
period of time the intern spent working with the office was a result
of a cabinet meeting in which the Superintendent needed additional
information on use of all buildings. (Daily Log – August 15)

The role of the Assistant Superintendent of Instruction was
basically the same as that of the Assistant Superintendent of Admin­
istration, the difference being the task areas which he directed and
co-ordinated. His responsibilities included: all budgets relative to instruction, all areas of instruction, six program directors (all of whom worked in the central office), and assistance to the Personnel Manager. (Daily Log - August 2 and 9)

To experience some of the responsibilities faced by the Assistant Superintendent of Instruction, the intern was asked to develop a five year study of student enrollment. This projection was used to determine the possible number of teachers to be "pink slipped" and the distribution of teachers in each school, primarily the elementary buildings. While completing the projection, the intern became aware of declining enrollment and the effects this could have on education. It became evident that after the third year of the projection, some of the already small elementary schools would, in theory, be enrolling extremely small numbers of kindergarten students or none at all. (Daily Log - August 10) Because of the decreasing enrollment and the school systems belief in "neighborhood" schools, the projection was stopped after the third year. (Appendix L) After the opening of the school in September, 1977, the intern returned and compared the enrollment projection for the elementary schools with actual enrollment. Appendix M shows the breakdown of each grade, the number of teachers used, and the total number of students. These figures showed a lack of reliability in predicting kindergarten enrollment in that the actual number of students varied greatly from school to school. The Assistant Superintendent of Instruction used the intern's projection as a criterion for the staffing of teaching positions for the 1977-78 school year. After the first day of school, additional
teachers were needed. This, he said, he preferred. He would rather be short teachers at the start of school than have too many and be forced to lay off some.

Observing and studying development of curriculum was an objective of the internship. The Assistant Superintendent of Instruction directed the intern to spend a day with the Director of Instructional Services. (Daily Log - August 3) The Director viewed curriculum development as a group effort and not an individual crusade. Curriculum in the Muskegon Public Schools was developed in various ways such as the use of inservice days, specialists, and suggestions from professional staff and parent groups. The school system had compiled a list of skill objectives and the sequence in which a student would have to accomplish them in order to gain proficiency in English and Math in the grades K-6. It was the director's position that curriculum development should not be accomplished by autocratic means. He believed that the success of any curriculum depended on the teachers who utilize that curriculum; therefore, the teachers must play a part in the development of curriculum.

Each Assistant Superintendent brought to his role skill, foresight, knowledge and a dedication that always showed when talking about his responsibilities. The intern observed situations which came under their area of responsibility where either man could have acted in an abrupt manner, but instead chose to listen to all viewpoints before making any decision. (Daily Log - July 27)

Personnel Manager

Ten years ago the role of a personnel manager in a school system
was focused primarily on the recruitment and evaluation of teachers. Today, the personnel manager's role requires very little if any recruitment. It does require evaluation not only of teachers, but of almost everybody in the system. Due to the emphasis on job security, contract negotiations and declining enrollment, the role of personnel manager has become one of a specialist in labor relations. S/he works with all levels in the organizational hierarchy and although s/he is a part of the administrative staff, s/he must be able to see and evaluate all sides of a question. The personnel manager is "on one hand the advocate, representing the certified and non-certified personnel, and on the other hand the bargainer and staff administrator, representing the superintendent of schools." 34

The Personnel Manager for Muskegon Public Schools was until last year the Assistant to the Personnel Manager for the school system. The responsibilities of the Personnel Manager were many and involved personnel related issues throughout the school system. (Daily Log - August 16) Not only was he responsible for the hiring of all certified and non-certified personnel, but he also evaluated staff and made recommendation for dismissal of staff when necessary. He heard staff grievances and was the district's chief negotiator for all labor contracts.

Talking with and observing the Personnel Manager in cabinet meetings, grievance hearings, and at other times, the intern saw that he as the representative of the administration in negotiations and hearings, had respect not only from the central office staff but also

34Ibid., pp. 94-95.
from the people across from whom he sat. He said that the job was never dull and that when he was negotiating, it required "working around the clock." Still, he found the responsibilities challenging and enjoyed working with people. He also said a "thick skin" and the "ability to listen" were necessary in order to keep the job in proper perspective. The grievance procedure was frustrating for the Personnel Manager because often the teachers took a grievance to the next step above him where the Superintendent was the hearing officer and where the decision would be almost the same as the one he made.

(Daily Log - August 2 and 10) This, he felt, was due to the teachers association's belief that everything has to be brought to the attention of the Superintendent and the Board of Education.

**Director of Community Education**

The position of Director of Community Education was responsible to the Assistant Superintendent of Instruction. (Appendix N) Responsible to the Director of Community Education were: an assistant, four building co-ordinators and many full and part-time instructors. His role was to develop and administer Community Education for the Muskegon School System. After talking with him and his assistant, the intern discovered his responsibilities to be many and varied. The Director of Community Education was responsible for all events occurring in the school system after normal class hours as well as some programs which took place during the school day. He was also the Title IX officer, the public information officer, a member of the negotiating team for the Board of Education, and the co-ordinator of summer recreation programs with the City of Muskegon. (Daily Log - June 28 and August 19)
In the time span of the internship, it became evident that the Director of Community Education was looked upon with a great deal of respect by all personnel in the Central Office. Due to this high regard, additional responsibilities had been placed, from time-to-time, under his direction.

Learning about the field or the skills involved in public relations and its importance to a school system was another objective of the internship. The Director of Community Education felt public relations were very important. As the information officer for the school system, he had listed one phone number through which information on the speakers' bureau, the school system's newspaper and any other information could be obtained. He gave examples of public relations tactics which the intern had observed during the internship: the providing of information when asked and the development of good relationships with the news people and other influential citizens in the school district.

**Director of Special Projects**

The role of Director of Special Projects was like that of a lobbyist. He represented the Muskegon School System within the State and Federal Legislatures. Because Muskegon was a member of the Middle Cities Education Association (Daily Log – July 28), the Director of Special Projects spent about half of his time in Lansing or Washington, D.C. not only representing Muskegon, but also adding to the impact of all the schools in the Middle Cities Education Association. Not only was he responsible for getting state and federal monies allocated to the school system, but he also oversaw the development of proposals.
for funding under various state and Federal programs. (Daily Log – June 27)

Although Director of Special Projects type positions are usually found in much larger systems, generating additional fund sources can be advantageous for any system. Due to the large number of government funded programs for schools (Muskegon Schools received more than one quarter of its budget from these funds), financing the costs of the office of the Director of Special Projects were far outweighed by the financial benefits to the school system.

In the Muskegon Schools the position was responsible to the Assistant Superintendent of Instruction, but lines of communication were such that he had direct access to the Superintendent, Assistant Superintendent of Administration and the Business Manager. (Appendix N) The Director of Special Projects was much like a resource person to the Muskegon Public Schools while at the same time, he conveyed the concerns and interests of the school system to its elected representatives.

The intern's objective to learn about the details of obtaining State and Federally Funded Programs was accomplished through two people. First, the Director of Special Projects explained the significance of the Congressional Record and other papers published by various organizations with an interest in education. Such publications supply information on legislation which pertains to education. Through these periodicals, information on educational programs being considered for adoption or enacted could be obtained. Secondly, the intern talked to the Assistant for Compensatory Education, who was
responsible for writing program proposals for funding, keeping tract of accounts for funded programs and compiling evaluation reports.

(Daily Log - August 18; Appendix K) He explained that the Director of Special Projects gave him information concerning funds for which the school system could apply. He then would write a proposal or helped to write one which was then submitted to the required governmental department. He also explained that the constant contact which the Director of Special Projects had with the legislature definitely helped the district to obtain funded programs. This contact also assured that the programs were operated in the manner intended by the sponsors of the program. The correct usage of funded programs was important. Should a school system fail to properly administer a funded program, it might never receive such funds again.

Business Manager

In the Muskegon Public Schools organizational chart, the Business Manager reported directly to the Superintendent. The Business Manager's role was that of an accountant and manager of funds. He was responsible for the planning of buildings, the directing of cash flow and school elections, the overseeing of all insurances (schools and employees), and the directing of the borrowing and investing of money. He also supervised the Budget Control Officer, the Director of Buildings and Grounds, and all the business office staff.

In talking with the Business Manager it became apparent to the intern that the increasing number of governmental regulations, had increased the complexity of the job. (Daily Log - June 28) The Business Manager felt that anybody being hired as a Business Manager
today should have training as an accountant. The current trend toward the use of computers in accounting added to the responsibilities of the Business Manager.

The position of Business Manager was not included in the Administrative Cabinet. The Superintendent did ask him to attend whenever he was needed and, as a result of effective communications in the Central Office, contact between the Business Manager and other administrators was never a problem. The Business Manager did attend the Board of Education meetings. The intern was impressed with the complexity and amount of work for which the Business Manager was responsible.

Summary

The role of an administrator depends on the expectations held by citizens of the school district, the goals held by the school board and the personality and beliefs of the administrator himself. In order to be successful an administrator must know the goals of the organization and then co-ordinate all work toward the accomplishment of those goals. Roles are defined in terms of expectations, which may come from many sources. The more a person understands the role and the expectations associated with the role, the more successful a person is likely to be. The role of an administrator can conceptually be described as a social system of two dimensions, the nomothetic (normal activity for the institution) and the ideographic (personal dimension of activity). An administrator performs her/his role when s/he follows the obligations and responsibilities (role expectations)
normally associated with the role and at the same time adds her/his own style of behavior (personality).

By the process of observation and interview, the intern was able to learn about the roles and responsibilities of the six administrative cabinet members and the Business Manager in the Central Office of Muskegon Public Schools. The role of the Superintendent was basically that of a generalist and the rest of the Central Office staff provided specific skills for each assigned area. Included with each role were the expectations or responsibilities which may be a part of the role by definition or were assigned by someone higher in the organizational hierarchy.

It was evident to the intern during the time of the internship that the staff of the Muskegon Schools Central Office practiced effective communication with each other and provided support to each other in the accomplishment of goals. A lot of this success was due to the strengths the Superintendent brought to his role and the clear identification of the many role expectations through the cabinet necessary for the school system to accomplish the legally assigned duty of educating people.
Summary of the Internship

In order for an administrator to effectively meet the challenges within the central office of a school system, s/he must have a wide range of educational and administrative experiences. These experiences should be in the areas of leadership dynamics and the utilization of authority that is both delegated and earned. An administrator preparing for a position in a school system's central office should also gain the knowledge and understanding of the various roles within the central office hierarchy and the accompanying responsibilities of each role.

The internship was designed to meet a twofold purpose: to observe the interplay of leadership and authority among the administrative personnel of a central office staff, and to study the roles and responsibilities that represent various positions within the central office of a school system. The Muskegon Public School System and its Central Office Staff provided the experience while selected sources of literature served as comparisons to the information which the intern gained from the internship.

Leadership involves initiating action by which given directions guide activities and unify efforts to accomplish common goals. In order to accomplish goals and objectives, a leader must not only provide the organization with well defined channels of communication and procedural methods, s/he must also develop staff relationships
based on friendship, trust, respect and warmth. In most cases, a leader's authority is the force which allows her/him to give direction. Authority can be derived from a person's position or reputation and, as a result, provides a leader with power by which subordinates can be directed.

Due to the ever increasing responsibilities and administrative complexities in the operation of a school system, the Superintendent of the Muskegon School System had organized an Administrative Cabinet. This cabinet provided the school system with very effective leadership which operated in a democratic manner drawing upon each cabinet member's strengths and talents. Due to the respect each cabinet member showed the other members and excellent communication, the interplay of leadership and authority worked without any cabinet member "losing face" or any observed conflict in the organizational structure. The organizational structure was not always followed, but this was partially due to the excellent communication in the central office which provided people the opportunity to deviate from the "official channels."

Another reason for the positive administrative leadership provided in the Muskegon School System was the excellent understanding of each Central Office staff member regarding his respective role and the resultant responsibilities. As a result, society's basic goals for education, teaching and learning, appeared to be met in the Muskegon Schools.

These goals and others were accomplished through the functions of an administrator. Planning, organizing, stimulating, co-ordinating, and controlling were these functions. An administrator functioning in
his role as, for example, a superintendent, an assistant superintendent, or a personnel manager, had certain obligations and responsibilities (role expectations) common to that role. Yet, an administrator brought to his role a dimension based on his own personality and needs. An administrator's role was the function of the interactions occurring between his personality and pre-established role expectations.

The intern studied the role and responsibilities of the six cabinet members and the Business Manager in the Muskegon School System. The role of the Superintendent was that of a generalist; the Superintendent brought to his role a background of many experiences with which he could make decisions in the most effective manner. The Superintendent's responsibilities were many, but the primary ones appeared to be providing effective communication between the school system and the citizens of the school district and developing leadership in the school system based on the strengths of individuals.

Working in the offices of the two Assistant Superintendents provided the intern with an insight into their roles and responsibilities. Each Assistant Superintendent specialized in the areas of instruction and administration. They utilized past experiences when making decisions and provided recommendations and information in meeting their responsibilities as cabinet members.

The positions of Personnel Manager, Director of Community Education, Director of Special Projects, and Business Manager provided the school system with specialized expertise. These personnel were responsible for the areas of contract negotiations, labor relations,
community education, recreational programs, public relations, the
lobbying of elected representatives, the obtaining funded programs,
management of the budget, and maintenance of the flow of money for the
system.

The leadership must be positive and effective in order that the
roles and responsibilities of the positions in the central office of a
school system can function and meet the goals and expectations set
forth by the citizens of the school district. In order to best accom­
plish the provision of positive and effective leadership, an adminis­
trator must possess not only a broad background of educational experi­
ences, but also various managerial skills.

Evaluation of the Internship

The internship was designed to provide knowledge and experience
concerning the structure and function of a school system's central
administrative office. Due to the openness and co-operation of the
Central Office staff of the Muskegon School System with the intern,
the goals and objectives of the internship were successfully accom­
plished. The internship was limited to one specific school system,
and the intern realized that all school systems function differently
according to the districts size, location, personnel, needs and goals.

Of greater importance was the manner in which the intern was
allowed to function. Questions were readily answered and access to
any aspect of the central office was granted. The process of devel­
opning a projected student enrollment for the school system and the
researching of legal decisions to find those important to the building
principals were valuable learning experiences for the intern.
The purpose of the internship was to provide the intern experiences through which he could better understand the functions of leadership and role responsibilities with a school system's central administrative office. Due to the capable administrative office personnel of the Muskegon Public Schools, the intern was able to accomplish the goals of internship.
LOG OF INTERNSHIP EXPERIENCE

The following pages are a log of the internship experience which occurred at the central administration offices of the Muskegon City Public Schools. The experience started on June 27, 1977 and continued through August 19, 1977. The log is written on a weekly basis and is comprised of significant events from which the intern gained knowledge and insight of the operation of a central administrative office. No attempt is made in this log to identify on which day of the week a reported event occurred.

It should be noted that two or more members of the administrative cabinet usually went out for lunch. The luncheon conversation normally was a discussion of ideas or events pertaining to the school system. The Superintendent, the Assistant Superintendent of Administration, the Assistant Superintendent of Instruction, and the Director of Instructional Services were all members of Rotary Club. Rotary Club met at noon once a week and provided an effective opportunity for promoting positive public relations for the school system. The intern was invited to these meetings and at all times was shown respect and often was asked to comment on issues. Generally, the intern was accepted as if he were a contracted staff member. During the internship the intern was allowed to work in several administrative offices so that functions and responsibilities of each administrator were observed. The intern was asked to attend weekly administrative cabinet meetings, board of education committee meetings and several
First Week, June 27 - July 1

The administrative cabinet met each Monday morning. These administrative cabinet meetings provided the intern information which helped in achieving some objectives stated in the internship prospectus. The cabinet meeting held the week of June 27 was attended by the Superintendent and the Director of Special Projects. The meeting included a discussion on the status of a Federal Grant of $537,000. The intent of the grant was to generate jobs by improving buildings with historic value. Both men showed much interest in the preservation of the basic architecture of the building to be renovated.

The intern learned that there are advantages to a school system employing a person whose role is basically that of a lobbyist. The Director of Special Projects spent about half of his time in Washington, D.C. or Lansing, keeping in direct communication with the legislators and their staffs. The remainder of his time was spent in Muskegon supervising the development of proposals for funding under various state and federal programs. By reviewing the Congressional Record and an educational lobbyists paper dealing with specific information for schools and by maintaining personal contacts with legislators, the Director of Special Projects kept the Superintendent and the administrative cabinet abreast of ongoing situations positively or negatively affecting the Muskegon School System.

Not only did the administrative cabinet provide the Superintendent with information, but the cabinet members shared information with each other and with others in the school system. The Director of
Special Projects held a meeting with the Director of Buildings and Grounds. In this meeting, discussion centered on building costs, building requirements, minority hiring by sub-contractors, methods of cleaning the outside of the building in order to meet environmental standards, and time requirements for the renovation project being done with the aid of a federal grant. The discussion was consummate due to the knowledge and skill of each man. The intern was asked for opinions and encouraged to ask questions.

The Superintendent met with the intern and discussed the structure of the administrative cabinet and the central office. This discussion helped to achieve two objectives stated in the prospectus: 1) to understand how a central office is staffed and 2) to understand the responsibilities of the administrative cabinet members.

The cabinet consisted of the Superintendent, Assistant Superintendent of Administration, Assistant Superintendent of Instruction, Personnel Manager, Director of Special Projects, and Director of Community Education. The central administration office, in addition to the previously mentioned positions, had a Business Manager, Director of Instructional Services, Director of Measurement and Evaluation, and Director of Special Education. In the absence of the Superintendent, the Assistant Superintendent of Administration was second in command and had the responsibility for all building administrators, student enrollment, and capital outlay for the school district. The Assistant Superintendent of Instruction was third in command and was responsible for all Directors, all instructional areas, and all budget requests not covered by capital outlay.
The intern asked the Superintendent why the Business Manager was not a member of the administrative cabinet. He explained that the cabinet relied on advice from all non-cabinet members and, in fact, the Business Manager or his assistant was often in attendance at the cabinet meetings. Also a majority of the time spent by the administrative cabinet was not concerned with budgetary items.

A discussion with the Assistant Director of Community Education gave the intern some insight regarding the staffing, organization and responsibilities of one member of the administrative cabinet, the Director of Community Education. The Director of Community Education was responsible for everything occurring in the school buildings after 4:00 p.m., all summer recreation programs, and Title IX. He also served as the Public Information Officer for the school system. The Director of Community Education had an assistant, four co-ordinators, and worked with the Director of Parks and Recreation for the City of Muskegon. The Director of Community Education was also a member of the Board of Education team which negotiated with the teachers. The intern made the observation that the Director of Community Education was a very dynamic and capable person.

When asked about the leadership of the Superintendent, the Assistant Director of Community Education replied that he believed the Superintendent to be an excellent leader because he was able to get so much out of his administrative staff. He offered three reasons to support his contention: 1) the Superintendent had the ability to see various leadership qualities people had and helped to develop those qualities, 2) he gave authority to people and let them
carry out their responsibilities, 3) he used a positive approach in working with people in that a person's faults were not belabored, instead he spoke positively, utilizing the strengths of people.

The Business Manager was not a member of the administrative cabinet but did sit at the table with the Board of Education during Board of Education meetings. The intern's conversations with the Business Manager and his assistant, the Budget Control Officer, provided information relative to the intern's understanding of how a central office is staffed. In addition, his remarks clarified the operations of the line and the mechanics of the delegation of authority. The Business Manager of the Muskegon Public Schools was responsible for the planning of buildings, the planning of cash flow, elections, the leasing of property, insurances for the school system, all people employed by the system, and the borrowing and investing of money.

When asked if a background in accounting rather than education would be most helpful, the Business Manager indicated that an accounting degree would be best, due to the complexity of the job caused by the many governmental regulations. There also seemed to be a trend toward more usage of computers. He believed that though computer use decreases staffing costs, more highly trained personnel would have to be hired. He did not anticipate financial savings, but believed the computer would definitely provide savings in time due to memory banks and printing speed. The Business Manager, even with the aid of the Budget Control Officer, found his job very time-consuming and required time in the office outside of normal working hours in order to meet
his responsibilities.

The Budget Control Officer was responsible for the control of the budget. This meant control of all accounts, and presentation to the Board of Education of a detailed accounting of expenditures, and the balancing of 22 budgets for every monthly meeting of the Board of Education. Because of open communication in talking with the two men, it was evident to the intern that they worked well together. Two of the problems expressed by these men were the State of Michigan not paying the full amounts of the various funds they agree to allocate at the start of each school year, and the continual changing of forms required by the State and Federal governments to be filed by the school system in order to report incomes and expenditures.

It was apparent that the section of a school system responsible for the business (accounting) aspect was not only important, but also called for specialization in that area in order to have the "books" balance at the end of each school year.

Attending a meeting of the Board of Education's Schools, Teachers, and Texts Committee (Appendix F) helped to meet the internship objectives of 1) studying the relationships between the school board and administration, 2) studying the roles and responsibilities of cabinet members and 3) studying methods by which curriculum was changed. The primary purpose of the meeting was to accommodate a presentation by the Assistant Superintendent of Instruction and the Director of Instructional Services for consideration of a proposed resolution pertaining to the adoption of text books for the elementary and senior high schools. The meeting was referred to as a working lunch. Sandwiches
and coffee were provided. The Board of Education was represented by the committee chairman and another board member. Also in attendance were the Superintendent and the intern. The Assistant Superintendent of Instruction was spokesman for the administration, but many times he referred to the Director of Instructional Services for answers. The committee chairman, a board member of many years and an engineer by occupation, asked questions ranging from the impact of such proposed changes to the expected improvement anticipated. It was apparent that thought was required before any answer was given. To their credit, the administrators were able to provide answers. Any question asked received an answer. It was evident that everyone had done their "homework." Leadership was democratic in form with the Superintendent introducing everybody and then turning the meeting over to the committee chairman. At times the Superintendent would be asked to settle a confusing point. This he did with quickness and he did not allow the discussion to get sidetracked. The committee chairman was not overbearing, but he did ask questions which directed the conversation toward the areas of concern which he had. The committee member did not ask many questions but appeared to be listening and was asked for his opinion by the committee chairman. The meeting was impressive because of the very intense candid discussion, and yet, respect was shown toward each person's opinion.

Another opportunity to observe interaction between the Board of Education and the central administration occurred when both groups went on a tour of the construction site of a new physical education and library complex being built. This multi-million dollar facility
was financed by the Board of Education bonding the school system (up to 5% of the total budget) without the vote of the people. The engineer in charge of the construction and a few assistants along with the Director of Buildings and Grounds, who had an office on site, led the tour. All questions were answered with candor. Everyone's pride in this impressive facility was evident. The Director of Buildings and Grounds pointed out recommended changes he had made which often resulted in a savings in costs for the school district. Concern was expressed by board members as to how various sections would be locked in order to keep people out of the Olympic sized swimming pool and other sections. The Athletic Director said that he and the Assistant Superintendent of Administration were working on that problem by "keying" the doors in sections. According to the construction engineer, the construction was on schedule with very few problems because of the excellent communication between the builders and school administration. The communication between administrators and school board members during the tour was enthusiastic in manner and indicated to the intern that the school board had been kept abreast of any and all changes.

The intern spent time with the Superintendent during which he explained the process by which books were adopted for use in the schools. The process basically followed a route starting with a classroom teacher and continuing through the Principal, the Director of Instructional Services, screening committees, and ending with the recommendation for possible adoption by the Board of Education. The Superintendent showed the intern the Board's Handbook stating policies,
curriculum descriptions, regulations, etc., which provided the Board of Education's basic guidelines by which the school system educated its students.

The Superintendent was a member of the State Tenure Commission and discussed some of the problems he saw affecting the Tenure Commission in the future. He asked the intern to study a brief filed by the Michigan Education Association suing the State Tenure Commission. The Superintendent requested some reactions from the intern and talked about the reasons for the litigation and the probable outcomes. He explained the implications of a court order over a legislated functioning body.

The intern also studied the general manual given to all teachers. Some interesting items within the manual were: an ordinance adopted by the City of Muskegon prohibiting trespassing on any public or private property used for educational purposes, a mileage chart between all areas of the system, a requirement that teachers attend P.T.A. meetings, and a statement of philosophy of education of the Superintendent. Because of the newly negotiated contract between the teachers and school board, several items in the manual had been changed. The intern reviewed the new master contract and decided the teachers had negotiated an effective contract.

After reading the teacher's manual and the new contract, the intern was invited to observe the Superintendent working with his secretary preparing information to be included in the briefs for the Board of Education. The "A" brief contained general information pertaining to education. The "B" brief listed the items to be covered
at Monday's meeting of the Committee of the Whole. The "C" brief contained the subjects to be decided at the Tuesday evening Board of Education meeting. Each board member received a folder with these three briefs and any other information the Superintendent believed would be necessary for a noon meeting on the Monday preceding the Tuesday evening Board of Education meeting. The meeting held Tuesday evening was structured and usually consisted of finalized reports being read and voted on. Discussion did occur between administration and board members and also the audience at either meeting when questions were raised. It was apparent that much of what the board heard was channeled through the Superintendent. The Superintendent must utilize effective leadership and organizing skills when preparing for a board meeting. The outcome of a board meeting becomes in reality a statement of how successful a superintendent has been in those skills.

Second Week, July 25 – 29

The cabinet meeting was attended by the Superintendent, the Assistant Superintendent of Administration, the Personnel Manager, the Director of Special Projects and the intern. Most of the discussion concerned the presentation of the budget to the Board of Education during the middle of August. The Superintendent wanted the latest figures used in order to be realistic in projecting the expenditures.

Because the Board agreed to a teacher salary package which would cost more than the system could afford, the Superintendent expressed concern about the budget in relation to the anticipated income. Three quarters of a million dollars was budgeted for special education programs and if the millage vote for two mills presented by the
Intermediate School District were to be defeated, the Muskegon School System would have to assume a large amount of the special education costs now being paid by the Intermediate School District.

The Director of Special Projects was concerned about services charged to the school district because the school district was the largest taxpayer to the Intermediate School District and had very little control over the expenditures and the utilization of special education teachers. After further discussion, the Superintendent requested that the Special Education Budget be completed separately.

He then asked if anyone had something to bring before the group. The Personnel Manager presented a problem the custodians had with their Long Term Disability Insurance rates. Due to a 42% increase, the custodians wanted to change to a smaller package but have the Board of Education continue to pay the same amount. The Assistant Superintendent of Administration said that since they negotiated the plan, the custodians should be made to live with it. The Personnel Manager supported the custodians and asked that their request be presented to the Board of Education. The discussion also brought out feelings about the custodian's use of the grievance procedure. The Superintendent said he agreed with the Personnel Manager's recommendation.

The Assistant Superintendent of Administration asked the Superintendent if he had given any thought to how Marsh School's principalship would be filled. The Superintendent replied that due to the drop in enrollment, not only would teachers be cut but administration also. As a result, Marsh School would have to share a principal with another school.
Later in the day, the intern discussed position responsibilities with the Assistant Superintendent of Administration. He was responsible for all building principals, was in charge of all capital outlay, any building repair and was the child accounting officer for the whole district. The Assistant Superintendent of Administration was chairman for the elementary and secondary administrators council and with the Assistant Superintendent of Instruction met with every building principal at least once a year in order to discuss each principal's goals and ideas, and to evaluate each one. He helped write the student conduct code for the school system and represented a step between the principal and the Board of Education in the appeal process. The Assistant Superintendent of Administration showed a concern for people, but he also expected people to fully understand their work in the school system. At least once a year he organized a workshop for all building principals and one for all secretarial and clerical workers in the school system.

One objective held by the intern, the understanding of the roles and responsibilities of cabinet members, was met by working on specific projects in some of the cabinet members' offices. The Assistant Superintendent gave the intern the responsibility of compiling articles of recent (three to four years) legislation (state) and federal along with any laws, interpretation of laws, and/or court decisions that would have direct bearing specifically on the Muskegon Public School System and its administrators. The Assistant Superintendent of Administration planned to use the compiled information to make a pamphlet to give to every principal and assistant principal at an
in-service session to be held just before school started. (Appendix A) He subscribed to many professional journals and pamphlets concerning education law, administration, court decisions in education, and student attendance and discipline. The intern summarized information on notecards and the Assistant Superintendent of Administration then edited and selected those notes to be used.

The intern learned by observation that the Assistant Superintendent of Administration often got many opinions before making a decision, but there would never be a question as to who made the decision. He was very concerned with the legal implications resulting from decisions administrators make in carrying out their responsibilities. He also showed concern for personnel under his direction and expected "professional" behavior.

While working in the office of the Assistant Superintendent of Administration, the intern read about the Middle Cities Education Association. The Association was founded by metropolitan school districts in Michigan because of their particular urban problems in education. The main thrust was to develop programs and to attempt to educate and influence legislators, educators, and citizens. Examples of activities carried on each year were a Washington Workshop and an Editors' Luncheon. It was apparent that these systems had organized to try to obtain a larger amount of the money that traditionally or historically went to the Detroit area school systems.

**Third Week, August 1 - 5**

The cabinet meeting started with the Superintendent listing the stages of renovation present in the Hackley (Administration) Building.
The company making the special odd-sized windows for the building asked the school system to place one final order for all remaining windows.

The Superintendent talked about various rooms used for storage and asked that everyone within the next week decide what records and files should be kept and which could be thrown out. A truck would be parked near the building so that "things" could be easily discarded. The Superintendent then explained a system which would indicate those files to be kept forever, those files to be changed after four years and those files to be changed each year. After discussion of what rooms were whose responsibility, those members present agreed to the need for organization regarding the keeping of records. Thus the Superintendent seemed to be successful in getting the storage rooms cleaned and the files better organized.

The Assistant Superintendent of Instruction asked about how best to administer the three elementary schools whose student populations were down to about 120 students each. The Assistant Superintendent of Administration spoke about the need for adequate supervision in each building. This led to a discussion of the cost of the new contract with the teachers which the Board of Education had adopted, the lack of money due mainly to the loss of students and the fact that the contract would necessitate additional income in order to meet the salary requirements. The Superintendent stated that the Board of Education acting as a whole would have to face the problems brought on by lack of money and loss of students.

The intern met with the Assistant Superintendent of Instruction.
He was responsible for the budgets of the schools. He also was in charge of all supervision, assisted the Personnel Manager because his office had been cut from two people to one, and acted as a member of the Board's negotiating team. The Assistant Superintendent of Instruction served as the chairman of the curriculum committee for the Middle Cities Education Association and attended all Board of Education meetings and functioned as "recording engineer" for all grievances heard at the Superintendent or Board of Education level. He expressed interest in the intern's program and suggested the intern develop a student enrollment projection by buildings, grade levels, and total system. This projection would be of great use to him and the Board of Education in determining the number of rooms required for the next school year and the staffing of those rooms.

Using information made available, the intern developed a grid and followed each year's class from kindergarten to graduation. (Appendix M) The intern worked in the Assistant Superintendent of Instruction's office, having with him several short discussions on projections, estimations of numbers of students starting kindergarten and the possibility of elementary schools with enrollment of approximately 100 students having zero students entering kindergarten in the next few years.

The intern observed the Assistant Superintendent as he worked with administrators responsible for various departments. These administrators did not want their proposed budgets cut. Several times the Assistant Superintendent of Instruction made the statement that money was short and every budget would suffer cuts. He was pleasant
but firm when making decisions.

The intern attended a Level 4 grievance to be heard by the Superintendent. The grievance was brought by the teachers' association charging a junior high principal of not working in good faith with the teachers to develop a student disciplinary policy. The Superintendent had all grievances taped and arranged tables so the groups faced each other with a table for himself at one end, between the two parties. The Superintendent was very much in command. He read the grievance as originally written and then asked the spokesperson for the teachers for an explanation of their concerns. He then asked them to present their entire case. When the teachers had finished, the Superintendent first asked for questions and then asked the spokesman for the junior high principal, the Personnel Manager, to present his case. Several times during each presentation, the Superintendent asked for clarification and appeared very much at ease during the total hearing. When both had concluded, he asked for further comments and questions.

A Level 4 hearing meant the Superintendent, in the position of a judge, was to make a decision. In this case he suggested that methods were possible to solve the problem, yet the time limit required by the teachers could still be met. The grievance was against one of his principals, but the Superintendent did not decide totally in the administration's favor; he included in his commentary some points asked for by the teachers.

The intern had as an objective the study of the process by which curriculum is designed or developed in the school system. The Director of Instructional Services was responsible for the development
of instructional areas in the school system. He perceived his position as a facilitator rather than a dictator when developing changes in curriculum. This school system provided instruction through Compensatory Education (General Funds), Title I (Federal Funds) and Chapter III (State Funds). There were other small areas of instruction (ex., Special Education), but these three covered almost all of the students in the district. All of the several types or systems of instruction used had been both selected and developed by the teachers. This process was achieved through consultation with curriculum specialists, paid workshops for the teachers and principals and inservice programs.

The Director of Instructional Services listed many different kinds of projects being carried out and all pertained in some way to instructional development. One $37,000 instructional development project involved all building administrators except those in the high school. The project/workshop was to develop instruction objectives by a decision making process using needs assessment. When asked why the high school administrators did not participate, the Director of Instructional Services said they had chosen not to. He went on to say that instructional ideas were not used unless the personnel (teachers) using them had taken an active part in formulating them. He believed in utilizing personnel's interests and ideas when changing any area of instruction. Through the Director of Measurement and Evaluation, he used tests and questionnaires to gather feedback as to the effectiveness of improvements in instruction.

By invitation of the Superintendent, the intern attended a State
Tenure Commission meeting. Prior to the meeting, the intern was asked to read all the briefs pertaining to the case to be heard. He then briefly summarized the important aspects of the case to the Superintendent as they drove to the meeting in Lansing. The intern had dinner with the tenure commission and observed the tenure hearing itself. The other commission members showed much respect to the Superintendent. During the hearing he was the member most often referred to except for the commission member who was an attorney. When the committee recessed for a conference, the attorney seemed to insist his ideas were best, but it was the leadership of the Superintendent which kept everyone working on the problem at hand. The intern was impressed with the very professional manner in which the tenure hearing was held. After the hearing, the intern questioned the Superintendent about the attorney monopolizing the conversation, always insisting his interpretation was the best. He replied that because of all the technicalities upon which cases were won or lost, the tenure commission did rely to a large extent on the attorney's opinions.

Fourth Week, August 8 – 12

No cabinet meeting was held because the Superintendent was in the Upper Peninsula serving as a member of a selection committee which was to recommend four candidates for a position of superintendent. The intern continued to work on the enrollment projection and learned other ways enrollment projections were used. Projections were used to balance classes, to cut costs in the areas of salaries and materials, to show trends which could be analyzed, and to point out the unusual.
The Assistant Superintendent of Instruction was always willing to answer the intern's questions. When asked about leadership, he replied that his Superintendent was one of the best. He answered the question pertaining to decision making by stating that the best procedure he had found was to seek out as many facts as possible, to gather other people's opinions and to avoid making hasty decisions.

The intern attended another Level 4 grievance hearing; this grievance concerned retroactive pay for the instructors of a federally funded Skilled Training Center operated by the school system. The Superintendent was the hearing officer with the Board of Education represented by the Personnel Manager. The grievance chairman for the teachers' union was its spokesperson. The Superintendent requested that each side briefly state its position. The teachers' spokesperson was articulate and had knowledge of the contract. The Personnel Manager gave his description quickly and to the point. The Superintendent paused and then summed up what he had heard from both sides. He went on to discuss terminology and time periods using the blackboard to diagram points. The Personnel Manager pointed out possible solutions but they were not in the contract. The administration did not put the Skill Training Center instructors in the same category as classroom teachers; the spokesperson for the teachers heatedly stated these people were under the Master Contract. In order to calm both sides, the Superintendent tried to clarify the areas of disagreement which related to this grievance. This began a discussion as to how the various monies are budgeted and whether the flow of money was based on the school's year or a governmental year. Because the State
of Michigan extended its budgeted year by three months in 1976, there was a time gap which prevented the instructors from getting their pay increase. Since the school system had nothing to do with the state's change in the budgeted year, the Superintendent believed the money should come from the County of Muskegon which maintained the funds for this program. After the hearing, the intern discussed with the Personnel Manager his (the Personnel Manager's) reactions. He said that if the county refused to pay, the teachers would probably take the grievance to the Board of Education. According to him, "almost all grievances seemed to end with the level at which the Superintendent was the hearing officer. This was not because the Superintendent always ruled in the teachers' favor, but, so the Personnel Manager thought, the teachers wanted to be sure the Superintendent heard their arguments. He believed this to be true because as Personnel Manager, he heard all Level 3 grievances and the decisions given by him were much the same as those given by the Superintendent in a Level 4 grievance.

The Superintendent held a meeting with the Assistant Superintendent of Administration, the Assistant Superintendent of Instruction, and the Personnel Manager. The intern was asked to attend. The Superintendent began by telling the Personnel Manager that this problem was his. A teacher who had earned a B.A. degree plus 20 credits had been paid for the past one and one-half years at the B.A. level instead of the B.A. plus 20 level. The Superintendent felt the teacher did have back pay coming. The Personnel Manager said the teacher had mailed in the transcript of her credits but had not
attached anything to the transcript to indicate why it was being sent. He admitted his office should have checked further and not just added the transcript to the teacher's file.

The Superintendent then asked for suggestions as to how to fill the vacant position of principal at an elementary school. The Assistant Superintendent of Instruction reported that during the Superintendent's absence, the President of the Board of Education had called him about another elementary school. The Board President lived in that area and wanted to know if, due to the low enrollment, the school would be closed the following school year. The Assistant Superintendent of Instruction replied to him that most of the problems had been worked out so that the school would open.

The Assistant Superintendent of Administration wondered what had been decided about hiring an administrator for that elementary building. The Superintendent said a teacher would teach kindergarten half day and would be administrator the other half. A substitute teacher would be needed one day in the morning so she could be in the office. The Personnel Manager suggested another method which would not require a substitute; this method met with everyone's approval.

He went on to broach a problem concerning a principal's wife who was a teacher in her husband's building. They had been married last year. The Personnel Manager wanted to switch the wife to another building. There was no disagreement.

When asked by the Superintendent about moving an assistant principal from one elementary to another, the Assistant Superintendent of Administration stated he would rather not move him because of
the excellent job he was doing in his present position. The discussion continued regarding the moving of the assistant principal from a large elementary school as opposed to the moving of a black administrator from a large junior high school to the elementary school (99% black) as the principal. Certain concerns were expressed: should a secondary administrator move to an elementary position (Assistant Superintendent of Instruction), do we need a full time principal (Superintendent), an administrator must be in the building (Assistant Superintendent of Administration) and could one person be in two places at the same time if the administrator was responsible for two buildings (Personnel Manager). After approximately forty-five minutes of discussion, the Personnel Manager summed up the major considerations. The Superintendent said they should talk to both principals, explain the problem, and get their reactions to loosing the persons in questions. The Personnel Manager was selected to call both principals because the Superintendent felt him to be the most neutral. The Superintendent would explain to the Board of Education that any administrative adjustments would be made from within the present administrative staff. No one was fully satisfied with the solutions but nothing better had been proposed.

The Assistant Superintendent wanted to talk about a Director of Arts position which would include the areas of art, vocal and instrumental music in the schools and would be a full time position. The Assistant Superintendent of Instruction responded that he felt the half-time music coordinator/half-time music teacher was trying to create a position. After these opening comments, the two Assistant
Superintendents carried on a very passionate, very pointed discussion as to whether the fine arts or regular instruction were getting the best deal. There was no swearing or name calling, but for a half hour these two men actively argued. The Superintendent attentively listened. With a pause in the debate and having looked at his watch, he said, "Let's let this area stay as it is for this year." With that, the meeting ended. The Superintendent asked the intern for his reactions to the meeting. When the intern questioned him about the argument, the Superintendent said he thought it better to let them get everything out rather than made a decision before each man had had his say. Observing both men later, the intern saw no enmity expressed. Instead, each was concerned about the other's feelings.

In a discussion with the Assistant Superintendent of Instruction concerning methods of presenting the enrollment projection to the Board of Education, the intern was asked for his reaction to what had occurred in the meeting. The intern observed that the two men were able to have a hard discussion of contrasting ideas and come out of the discussion feeling as if neither had lost.

**Fifth Week, August 15 - 19**

The cabinet meeting began with a statement from the Superintendent saying that if an administrator had left his/her position voluntarily that position would be filled from the existing staff of the school system. Therefore, the one elementary school in question would have a full time administrator and the other a half-time teacher/half-time administrator.

The rest of the meeting was spent in discussion of problems.
dealing with room availability and use in the total school district. Concern was expressed about having to rent space for various daytime programs. The Director of Community Education wanted to find room within the school district in order to cut costs. Everybody around the table entered into the discussion, offering viewpoints and making suggestions for possible solutions. The Superintendent summed up what had been said. All adult education programs should be held at one school and the elementary special education programs presently using only part of a building should be combined with other special education programs.

The Superintendent asked the intern to work with the Assistant Superintendent of Administration to develop a method that would visually show all the rooms in the district and their present use. The building diagrams plus the projected student enrollment would provide to the Board of Education information concerning the problem of space utilization facing the school district. After an inventory of the available information, the Assistant Superintendent of Administration decided to have some of the principals discuss room use with the intern and that the intern would tour the buildings to see the different floor plans.

The intern discussed with the Personnel Manager some of his job responsibilities. He was responsible for all hiring, including teachers and non-professional staff, and, as a member of the central administrative team, all administrators below the level of Assistant Superintendent. The Personnel Manager said he tried, in dealing with the teachers or anyone else, to be candid in answering questions and
in providing information as requested by various union representatives. He would support a teacher if a case was built against him based on rumor and innuendo. He then went on to discuss negotiations which had been settled in May, 1977, and described how when the administrative team adhered to the financial level set by the Board, the Board of Education, after many demonstrations and assertions by the teachers, entered into the negotiations and agreed to a contract that exceeded the previously set financial level. The Personnel Manager believed the teachers' association felt that if it could get the Board of Education involved, any settlement could be reached faster. It was apparent that the Personnel Manager found grievances frustrating because teachers could go to the next level and yet hear almost the same decision from the Superintendent as the one he had given.

The objective of studying the relationships between the administration and the school board was partially met by the intern's attendance at a Board of Education meeting. One evening meeting was a study in organization and brevity. (Appendix J) The meeting room of the Board was well decorated. The Board members, Superintendent and Business Manager sat on a raised platform about two feet higher than everyone else; the Board's secretary and newspaper reporter(s) sat together at a table on one side of the room near the front, and on the opposite side of the room sat the two Assistant Superintendents. Because most of the issues had been discussed at the meeting of the Committee of the Whole held on Monday afternoon preceding this regular Tuesday evening meeting, the meeting consisted mainly of reports and resolutions being read and voted on. The agenda (Appendix I) did
provide for an invocation, roll call, announcements and questions. Other than a Board member reporting on a committee meeting, the President of the Board did most of the talking. The Superintendent spoke once to give clarification and a brief history of debt retirement. One Board member, under "Other Pertinent Board Business," wanted the Board to adopt a policy regarding per diem pay for each Board member and requested consideration be given his proposal at the next Board meeting in September. It was evident that most of the other members were surprised and a few were upset with the idea. One member pointed out that everyone on the Board had been elected knowing well in advance the time required and that there was no pay.

The Superintendent introduced the intern and the newspaper reporter who would be covering all areas of education for the local newspaper. The meeting was adjourned and the Board moved to the library for a tour. The public library and a public art gallery were under the jurisdiction of the School Board. During the walk to the library and also while in the library, the intern talked with the President of the Board. The President expressed great satisfaction with the way the school system was administered and felt the personnel making up the central administration were exceptionally capable. He also expressed interest in the internship and said it (the internship) was a sound method of learning first hand how a school system was managed. The Board members were friendly and appeared to be at ease with each other.

The Assistant Superintendent of Administration asked the intern to research summaries of legal decisions with the intent of finding information about husbands and wives teaching in the same building.
The wife of an elementary principal who taught in her husband's school was filing a grievance over being moved to another elementary building. The Assistant Superintendent of Administration wanted to be able to cite court decisions supporting the school's position. The cases which the intern found cited decisions which upheld the school's position of separating husband and wife provided the new school held basically the same type of community and students as the previous one.

Attempting to meet the objective of gaining knowledge about funds received from various grants, the intern met with the Assistant for Compensatory Education. His responsibilities were putting together applications for funds and submitting them, setting up accounts for each funded program, reporting to the funding source how and when the money was used, and compiling evaluation reports on these programs. Because of staff cutbacks, these responsibilities once covered by two administrators were now handled by one. The intern observed the irritations expressed by the Director of Compensatory Education when he talked about the cutbacks. He was responsible for more than two and one half million dollars in accounts.

For a school system to receive state and federal funds, the system must get involved. Involvement can be many things such as paying for a lobbyist or sharing the cost of a lobbyist with other school systems, joining organizations with similar aims (ex., Michigan Association of States and Federal Program Specialists), reading the Congressional Record, and the basic involvement of putting needs into writing and submitting the written project. (Appendix K) If something were to go wrong with a funded project, especially a federal
one, the school system might never receive another. Projects are monitored by state consultants; the federal programs require parent (of students in the specific project) groups to participate and in this system both the Assistant Superintendent of Instruction and the Director of Special Projects reviewed or supervised the programs.

Meeting with the Director of Community Education helped the intern accomplish the objectives of understanding the importance of public relations to a school system and of acquiring more understanding of the roles of the administrative cabinet members. The Director of Community Education was a dynamic person and the intern learned from the Superintendent and the two Assistant Superintendents that they considered him to be an extremely capable administrator.

In the area of public relations, his role of public information officer made him responsible for all communications from the school system to the citizens of the district. To facilitate and better control the flow of information, he had put under one phone number all areas such as the speakers bureau, the small newspaper sent to all citizens of the district, and any requests for information about the school system. The speakers bureau consisting of parents, teachers, students, and administrators was maintained with each person's area of proficiency noted on cards. The Director of Community Education saw public relations as a pivotal part of education and felt that due to his contacts with the many facets of the community, his responsibility for all public information was valid. The intern observed that the Director of Community Education was capable in carrying out his responsibilities.
The Director of Community Education said he had found that problems within an educational system often were the result of different areas in the system lobbying the superintendent and board members. This situation was not true for this system because as he stated, and the intern agreed, "From the President of the School Board on down to the lowest level of the administrative staff, everyone had a sense of value and excelled in his job, and this was due basically to the leadership of the Superintendent."
Appendices A and B represent the work done by the intern for the Assistant Superintendent of Administration. This information, which was compiled from various legal summaries, court decisions and educational journals, was used at an inservice meeting for all building administrators.
The 1974 Family Rights and Privacy Act requires consent of parents before schools can share with a third party any information in a child's school record. The law does make an exception for information that deals with a child's health and safety, and H.E.W.'s Fair Information Office says that includes child abuse.

**Privacy and Reporting Child Abuse**

Privacy Act does not cover reporting child abuse.

Broadening definition of child abuse:
- non-accidental physical injury
- neglect (failure to provide necessities of life, including medical treatment)
- sexual molestation
- emotional or mental injury

Evidences of abuses:
- malnutrition
- bone fractures
- internal or external bleeding
- swelling
- bruises
- burns
- failure to thrive
- truancy
Birth Certificates For Foreign Born Students

Public Act 159 of 1976 made possible the expedition of obtaining birth certificates of foreign born children who are adopted in Michigan.

The adoptive parents must contact the Probate Court in the county of adoption and request the court to file the Delayed Registration of Birth Form for Foreign Born Children (Form B-104B) with the Vital Records Section of the Department of Public Health.

The D.P.H. will then issue a certified copy of the birth certificate containing information about the birth. The adoptive parents will be listed as parents.
ATTORNEY GENERAL OPINIONS

#1950 Residence of Children in County Detention Home

Children who are of school age and who, as wards of the court, are living in the county detention home are both legal and educational residents of the district in which the home is located and are entitled to tuition free attendance in its public schools, unless the number of such children exceeds the capacity of the districts' classroom facilities as determined by the superintendent of public instruction.

#M-576 Private Tutoring of a Pupil

Therefore, it is the opinion of the Attorney General that a parent who holds a Michigan teacher's certificate and provides comparable educational instruction to his child or children in his home or employs a legally qualified tutor who provides comparable instruction to his child or children in his home and meets the sanitary conditions of the same standard as in the public schools, is complying with section 731 of the School Code of 1955, in that he is providing an education for his child or children at a private school.

#4914-A

All non-public and public schools fall under state requirements for construction of public buildings which are accessible to handicapped persons.

75
County law enforcement officers may remove unauthorized visitors from the buildings or grounds of a school district.

A board of education of a school district has the power to accept or reject any non-resident student. If a non-resident student is accepted it must impose a tuition charge which need not be the maximum rate. The board may charge the parents of the student any tuition rate that does not exceed the statutory maximum.

States flatly it is against the law for a board of education to set aside or designate certain areas of school property for the purpose of permitting students under the age of 18 to indulge in the use of cigarettes.

Days of Instruction

The Attorney General has ruled that a local board of education is not required to provide 180 days of instruction to a pupil who has been suspended from school for a specific number of days or who has been expelled and later reinstated. He held that a student's right to receive 180 days of classes is conditional upon his compliance with school regulations.

The Attorney General also rules that schools are not obligated to make up days when school is not in session because of conditions
beyond control of school officials, such as storms, fires, epidemics, etc. He did rule, however, that days not in session because of teacher strikes or teacher conferences may not be counted in the minimum 180 days of instruction.

Auxiliary Services

The Attorney General has ruled that speech and health programs are among the services public school boards are permitted to provide non-public schools. These services include health and nursing services and exams, street crossing guards, NDEA testing, teacher or speech and language services, school social work, school psychological services, teacher consultant services for handicapped pupils and other services for the handicapped and remedial reading.
Appendices C, D, and E demonstrate the thoroughness with which the administrative cabinet functioned. These guidelines for the retention and disposal of various records were decided upon August 15, 1977, and subsequently were ready for distribution the next day.
Memorandum

To: Personnel Manager
From: John W. DeHorn
Subject: Retention and Disposal of Public School Records

Materials either created or received in pursuance of statutory requirements or in connection with the transaction of public business belong to the office concerned and are government property, not the personal property of the officer or employee concerned. Such materials therefore, cannot be destroyed, or given away, or sold without complying with Section 399.5 NCL, as amended by Act 68 of 1959.

Personnel Office records fall into the category of materials which must be retained by the district and be disposed of in compliance with a schedule approved by the State Administration Board. This schedule is being revised by the State Department, but is still in effect until rescinded.

The schedule of retention and disposal of personnel office records is as follows:

A. Application Forms

   Not Employed 3 Years
   Employed Place in Personnel File

B. Certification, Loyalty Oath

   Termination plus 1 year
C. Employment Contract
D. Workmen's Compensation Data
   Accident Report  10 years
   Correspondence  1 year
E. Personnel Folder  Termination plus 6 years
MEMORANDUM

To: Building Administrators, Program Directors

From: John W. DeHorn

Subject: Retention and Disposal of Public Schools Records

Materials either created or received in pursuance of statutory requirements or in connection with the transaction of public business belong to the office concerned and are government property, not the personal property of the officer or employee concerned. Such materials therefore, cannot be destroyed, or given away, or sold without complying with Section 399.5 NCL, as amended by Act 68 of 1959.

Student accounting records (cumulative records, birth records, achievement records, registration cards, exclusion report forms, etc.) fall into the category of materials which must be retained by the district and be disposed of in compliance with a schedule approved by the State Administration Board. This schedule is being revised by the State Department, but is still in effect until rescinded.

The schedule of retention and disposal of public school student accounting records is as follows:

A. Pupil Permanent Record Permanent
B. Membership Reports 3 Years
C. Working Permit and Age Certificate Until Age 28
<table>
<thead>
<tr>
<th></th>
<th>Description</th>
<th>Retention Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>D.</td>
<td>Evidence of Age (Birth Certificate)</td>
<td>1 Year</td>
</tr>
<tr>
<td>E.</td>
<td>General Education Development Tests</td>
<td>50 Years</td>
</tr>
<tr>
<td>F.</td>
<td>Attendance Officer Files</td>
<td>10 Years</td>
</tr>
<tr>
<td>G.</td>
<td>Attendance Card-Summary</td>
<td>3 Years</td>
</tr>
<tr>
<td>H.</td>
<td>Individual Exclusion Report Form</td>
<td>Age 20</td>
</tr>
<tr>
<td>I.</td>
<td>Annual Registration Card</td>
<td>1 Year</td>
</tr>
<tr>
<td>J.</td>
<td>Tuition Materials</td>
<td>3 Years</td>
</tr>
<tr>
<td>K.</td>
<td>Special Education Applications</td>
<td></td>
</tr>
<tr>
<td></td>
<td>for Approval</td>
<td>7 Years</td>
</tr>
<tr>
<td>L.</td>
<td>Special Education - Cost Reports</td>
<td>3 Years</td>
</tr>
<tr>
<td>M.</td>
<td>Tuition Records</td>
<td>3 Years</td>
</tr>
<tr>
<td>N.</td>
<td>Audits</td>
<td>Permanent</td>
</tr>
</tbody>
</table>
Memorandum

To: Business Manager, Budget Director, Athletic Director,
Building Administrators

From: John W. DeHorn

Subject: Retention and Disposal of Public School Records

Materials either created or received in pursuance of statutory requirements or in connection with the transaction of public business belong to the office concerned and are government property, not the personal property of the officer or employee concerned. Such materials therefore, cannot be destroyed, or given away, or sold without complying with Section 399.5 NCL, as amended by Act 68 of 1959.

Business Office records fall into the category of materials which must be retained by the district and be disposed or in compliance with a schedule approved by the State Administration Board. This schedule is being revised by the State Department, but is still in effect until rescinded.

The schedule of retention and disposal of business office records is as follows:

A. Accounting and Purchasing

<table>
<thead>
<tr>
<th>Materials</th>
<th>Retention Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Invoices</td>
<td>6 Years</td>
</tr>
<tr>
<td>Bids and Quotations</td>
<td>6 Years</td>
</tr>
<tr>
<td>Category</td>
<td>Retention Period</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>---------------------------------------</td>
</tr>
<tr>
<td>Purchase Orders</td>
<td>6 Years</td>
</tr>
<tr>
<td>Cancelled Checks</td>
<td>6 Years</td>
</tr>
<tr>
<td>Bank Statements</td>
<td>6 Years</td>
</tr>
<tr>
<td>Journals, Check Register</td>
<td>1 Year past audit</td>
</tr>
<tr>
<td>Ledgers</td>
<td>Permanent</td>
</tr>
<tr>
<td><strong>B. Payroll</strong></td>
<td></td>
</tr>
<tr>
<td>Time and/or Leave Reports</td>
<td>6 Years</td>
</tr>
<tr>
<td>Deduction Authorizations</td>
<td>6 Years</td>
</tr>
<tr>
<td>Cancelled Checks</td>
<td>6 Years</td>
</tr>
<tr>
<td>Payroll Journal</td>
<td>1 Year past audit</td>
</tr>
<tr>
<td>Withholding Form - Tax</td>
<td>4 Years</td>
</tr>
<tr>
<td>Social Security Quarterly Report</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4 Years</td>
</tr>
<tr>
<td>Retirement Correspondence</td>
<td>3 Years</td>
</tr>
<tr>
<td><strong>C. Legal Documents</strong></td>
<td></td>
</tr>
<tr>
<td>Contracts</td>
<td>Termination plus 1 Year</td>
</tr>
<tr>
<td>Deeds</td>
<td>Permanent</td>
</tr>
<tr>
<td>Insurance Policies</td>
<td>Termination plus 1 Year</td>
</tr>
<tr>
<td>Liability Policy</td>
<td>25 Years</td>
</tr>
<tr>
<td>Warranties-Performance Bonds</td>
<td>Termination plus 1 Year</td>
</tr>
<tr>
<td>Boxed Minutes</td>
<td>Permanent</td>
</tr>
<tr>
<td>District Reorganization</td>
<td>Permanent</td>
</tr>
<tr>
<td>School Board Policy Book</td>
<td>Permanent</td>
</tr>
<tr>
<td><strong>D. Municipal Finance Commission-Bonding Data</strong></td>
<td></td>
</tr>
<tr>
<td>Annual Report</td>
<td>4 Years</td>
</tr>
<tr>
<td>Bond Issue Record</td>
<td>Termination plus 7 Years</td>
</tr>
</tbody>
</table>
Borrowing Records 1 Year past audit
Transfer of Funds Approval 1 Year past audit

E. Budget Data

Budget Manual 1 Year
Work Sheets 1 Year

F. Student Activities, Athletics, Book Store, Transportation, and School Lunch

Student Activities

Minute Books 20 Years
Dues Paid Record 6 Years
Receipts, Cancelled Checks 6 Years
Annual Audit Permanent
Fund Requisition, Transfer 6 Years

Athletics

Game Contracts Termination plus 1 Year
Eligibility Lists 5 Years
Player Roster 1 Year
Score Books 1 Year
Accidents and Claims 7 Years
Injury Sheet 1 Year

Book Store

Cash Register Tape 1 Year
Inventory Record 1 Year

Transportation

Route Maps, Schedule 3 Years
Bus Driver Education
Certification 3 Years
<table>
<thead>
<tr>
<th>Category</th>
<th>Retention Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Trip Authorization</td>
<td>1 Year</td>
</tr>
<tr>
<td>Drive Physical Exam Report</td>
<td>Termination plus 10 Years</td>
</tr>
<tr>
<td>State Aid Claims</td>
<td>3 Years</td>
</tr>
<tr>
<td>Equipment Inventory</td>
<td>Life plus 2 Years</td>
</tr>
<tr>
<td>Vehicle Record Sheets</td>
<td>Life plus 2 Years</td>
</tr>
<tr>
<td>Bus Inspection Report</td>
<td>3 Years</td>
</tr>
<tr>
<td>Accident Reports</td>
<td>Settlement plus 6 Years</td>
</tr>
<tr>
<td>School Lunch</td>
<td></td>
</tr>
<tr>
<td>Applications, Agreements</td>
<td>3 Years</td>
</tr>
<tr>
<td>Reimbursement Claims</td>
<td>3 Years</td>
</tr>
<tr>
<td>Inventory</td>
<td>3 Years</td>
</tr>
<tr>
<td>Cash Register Tapes/Tickets</td>
<td>3 Years</td>
</tr>
<tr>
<td>Audits</td>
<td>3 Years</td>
</tr>
</tbody>
</table>
In capsule form, Appendix F represents the manner in which the different committees of the Board of Education functioned. The intern observed the meetings to be brief, yet effective due to the leadership capabilities within the Board and the Central Administration.
A meeting of the Schools and Teachers Committee was held on Wednesday, June 29, 1977, at 12:00 noon in Room 205. Those in attendance were Chairman of the Committee, John Carlson, Trustee Charles Poole, Dr. James Perry, Mr. Larry DeVoogd, Superintendent Austin and guest Bruce Galland.

The meeting was called specifically to discuss a proposed resolution on adoption of textbooks for the elementary and senior high schools.

Dr. Perry and Mr. DeVoogd reviewed the textbook adoption requests and explained that this is a complete revision of all English textbook materials systemwide. (The Board had already approved the adoption of textbooks in grades 7, 8 and 9 at the May, 1977, meeting.)

Mr. DeVoogd commented further that the Senior High School proposed adoptions have been pilot studies and many have been in progress for the past three to four years. He also stated that the Educational Research Council had been a part of the evaluation prior to the recommendation for adoption.

Following questions raised by committee members, the committee agreed to recommend to the Committee of the Whole at the special meeting of the Board scheduled for July 6, 1977 at 12:00 noon the adoption of all materials as recommended.
The Committee also recommended that the 1977-78 budget have included in it a provision for a five-year renewal of our contract with the Educational Research Council which expires June 30, 1977.

The meeting adjourned at 1:20 p.m.

Robert N. Boelkins, Secretary

June 30, 1977
The process by which a Board of Education holds its meeting and the procedure used by the Board in making decisions are possible indicators of the leadership within the school system. Once a month the Muskegon Board of Education with leadership from its Superintendent met Monday noon as the Committee of the Whole preceding the Tuesday evening meeting. Both meetings were open to the public and were conducted in a very efficient manner. Appendix G is a copy of the Committee of the Whole minutes, with Appendix I being a copy of the Official Board Minutes. Appendix H is the agenda which was given to anyone attending the Tuesday meeting.
Board of Education
Muskegon Public Schools

Minutes of Meeting, COMMITTEE OF THE WHOLE
August 15, 1977  12:00 noon

The meeting of the Committee of the Whole of the Board of Education was held Monday, August 15, 1977, at 12:00 noon in Room 205. All members were present with the exception of Trustee Walter Moessner who is recuperating from surgery.

The Board discussed the experimental classroom at Angell and the Bluffton kindergarten. The Superintendent recommended that both programs be continued, the experimental program for at least one more year to gather more adequate data, and the Bluffton kindergarten to be handled within the building with administrative aid.

No action is taken at a meeting of the Committee of the Whole, nor is specific action required at a regular Board meeting as this is not a change in the operation of the schools from 1976-77.

There being no further business, the Committee of the Whole adjourned at 1:20 p.m.

A meeting of the Committee on Ways and Means convened at 1:20 p.m. for the purpose of discussing insurance, and fringe benefits for the unclassified clerical staff. This discussion will be formulated in resolution and placed before the regular meeting of the Board on Tuesday.
There being no further business, the meeting adjourned at 1:40 p.m.

Robert N. Boelkins, Secretary
AGENDA

Board of Education 7:00 p.m. Tuesday, August 16, 1977

1. Call to order
2. Invocation (The Reverend Charles Poole)
   (Board and audience will stand)
3. Roll Call
4. Approval of minutes of previous meeting (p. 24-30)
5. Reading of communications
6. Committee reports
   a. Schools and Teachers (G. Boerigter)
   b. Library and Art Museum (R. Boelkens)
   c. Ways and Means (J. Carlson)
   d. Buildings and Grounds (C. Poole)
7. Report of Secretary
8. Report of the Treasurer (p. 31)
9. Other pertinent Board business
10. Questions from the floor
11. Announcements
12. Report of the Superintendent
   The Board will visit the Hackley Public Library
Meeting called to order at 7:00 p.m.

President R. Carlson in the Chair

Roll Call by the Secretary

Present: Trustees Boelkins, Boerigter, J. Carlson, R. Carlson and Poole, Superintendent Austin, Business Manager Anderson, and Assistant Superintendents DeHorn and Perry.

Absent: Trustees Clock and Moessner. In the absence of the secretary to the Board, Barbara A. Skoglund, minutes of the meeting were recorded by Dawn Y. Andrew.

Trustee Poole opened the meeting with prayer.

APPROVAL OF MINUTES

The minutes of the meeting of July 19, 1977, were approved as printed.
REPORT OF COMMITTEES

Trustee Boerigter, Chairman of the Schools and Teachers Committee, requested that prior to the regular meeting of the Board in September that the Schools and Teachers Committee meet to discuss recruitment of minorities to the teaching staff. Board members agreed that the committee meet and report to the Board at the meeting on Tuesday, September 20, 1977.

The Committee on Ways and Means presented the following resolution:

August 16, 1977

Board of Education
Muskegon, Michigan

Gentlemen:

Your Committee for Ways and Means recommends the adoption of the following resolution:

WHEREAS the Business Manager received three offers to purchase the $1,750,000 State Aid Anticipation Note to be issued by the Muskegon Public Schools, and

WHEREAS the National Lumberman's Bank of Muskegon, Michigan, offered the low interest rate of 3.28% as compared with 3.05% and 3.70% quoted by Michigan National Bank of Grand Rapids and Hackley Union National Bank of Muskegon, respectively,

THEREFORE BE IT RESOLVED, that quotation from National Lumberman's Bank be accepted.
Respectfully submitted,

Wayne A. Clock
George D. Boerigter
John A. Carlson,
Committee on Ways and Means

It was moved by Trustee J. Carlson, seconded by Trustee Boerigter, that the recommendation be approved. The motion carried by the following vote: Ayes—Trustees Boelkins, Boerigter, J. Carlson, R. Carlson, and Poole. Nays—None.

The Committee on Ways and Means presented the following resolution:

August 16, 1977

Board of Education
Muskegon, Michigan

Gentlemen:

Your Committee on Ways and Means recommends that the Assessor of the City of Muskegon be instructed to levy for the Public Schools of the City of Muskegon, for the fiscal year beginning July 1, 1977:

30.15 Mills for Operating purposes in the portions of the School District which lie in the City of Muskegon, having an equalized valuation of $169,793,050, which will raise $5,119,260 at 100% collection; and

4.320 Mills for Debt Service in the City of Muskegon, excluding those portions of the School District which lie in the Henry
Street-Glenside and the Phillips area, having a State Equalized Valuation of $151,672,275, which will raise $655,224 at 100% collection, and

3.075 Mills for Debt Service in the former Henry Street-Glenside portion of the Muskegon School District having a State Equalized Valuation of $16,371,025, which will raise $50,340 at 100% collection, and

3.075 Mills for Debt Service in the former Muskegon Township portion of the Muskegon School District which lies in the Phillips area, having a State Equalized Valuation of $1,749,750, which will raise $5,380 at 100% collection.

That the Assessor of Muskegon Township be instructed to levy for the Public Schools of the City of Muskegon, a portion of the Phillips area which lies in Muskegon Township, for the fiscal year beginning July 1, 1977:

29.15 Mills for Operation purposes on a State Equalized Valuation of $479,134, which will raise $13,966 at 100% collection;

3.075 Mills for Debt Service in the Phillips area of the School District which lies in Muskegon Township, having a State Equalized Valuation of $479,134, which will raise $1,473 at 100% collection.

That the Assessor of Norton Shores be instructed to levy for the Public Schools of the City of Muskegon, a portion of the Phillips area which lies in Norton Shores, for the fiscal year beginning July 1, 1977:

30.15 Mills for Operation purposes on a State Equalized Valuation
of $4,708,600, which will raise $141,964 at 100% collection;
3.075 Mills for Debt Service on a State Equalized Valuation of
$4,708,600, which will raise $14,479 at 100% collection.

Respectfully submitted,

Wayne A. Clock, Chairman
George D. Boerigter
John A. Carlson,
Committee on Ways and Means

It was moved by Trustee J. Carlson, seconded by Trustee Boerigter, that the recommendation be approved. The motion carried by the following vote: Ayes—Trustees Boelkins, Boerigter, J. Carlson, R. Carlson, and Poole. Nays—None.

The Committee on Ways and Means presented the following resolution:

August 16, 1977

Board of Education
Muskegon, Michigan

Gentlemen:

Your Committee on Ways and Means recommends adoption of the following resolution:

BE IT HEREBY RESOLVED, that the following fringe benefits be granted the unclassified clerical employees:

1. Effective July 1, 1977, the longevity schedule of these employees be the same as in the negotiated agreement
between the Teachers' Association and the Board of Education. (Table VI-A)

2. Any employee in this group with twenty or more years of approved experience shall be granted one additional week of vacation. (Total: five weeks)

Respectfully submitted,

Wayne Clock, Chairman
George D. Boerigter
John A. Carlson,
Committee on Ways and Means

It was moved by Trustee J. Carlson, seconded by Trustee Boerigter, that the recommendation be approved. The motion carried by the following vote: Aye—Trustees Boelkens, Boerigter, J. Carlson, R. Carlson, and Poole. Nays—None.

The Committee on Ways and Means presented the following resolution:

August 16, 1977

Board of Education
Muskegon, Michigan

Gentlemen:

Your Committee on Ways and Means recommends adoption of the following resolution:

WHEREAS the cost of insurance on long term disability for the Association of Non-Instruction Employees of the Muskegon Public
Schools has increased approximately 42% effective July 1, 1977, and

WHEREAS the negotiated agreement (Article IX, pp. 15-17) places a 5% cap on 1977-78 payments for long term disability over the amount paid in 1976-77, and

WHEREAS this places an unusual financial burden upon the individual employee to continue in a long term disability insurance plan with a waiting period of 30 days, and

WHEREAS the employees have requested permission to apply for a 60 day waiting period at a cost less than the insurance premium under the 30 day plan,

THEREFORE BE IT HEREBY RESOLVED, that the Board approve the extension from 30 to 60 days, and the difference in cost up to and including the 5% cap on the long term disability be transferred to MESSA 11 Major Medical Expense Insurance.

Respectfully submitted,

Wayne A. Clock, Chairman
George D. Boerigter
John A. Carlson,
Committee on Ways and Means

It was moved by Trustee J. Carlson, seconded by Trustee Boerigter, that the recommendation be approved. The motion carried by the following vote: Ayes—Trustees Boelkina, Boerigter, J. Carlson, R. Carlson and Poole. Nays—None.
REPORT OF SECRETARY

Secretary Boelkins presented the following resolution:

August 16, 1977

Board of Education
Muskegon, Michigan

Gentlemen:

Your Secretary recommends adoption of the following resolution:
WHEREAS the Secretary of the Board has received written notice from the Secretary of the Intermediate School Board of the Muskegon Area Intermediate School District, Michigan, that a special election is to be held in the district on Tuesday, September 13, 1977, for the purpose of voting on a special education millage proposition, and
WHEREAS this district is a third class school district and for elections is governed by Part 12 and Part 13 of the School Code of 1976, as amended, and
WHEREAS this Board has formed the district into twenty (20) voting precincts,
THEREFORE BE IT RESOLVED, that the Board hereby ratifies holding a special election of the electors of the School District on Tuesday, September 13, 1977; the polls of election to be open from 7:00 a.m. until 8:00 p.m.; and ratifies publication of the notice of the last day of registration in the Muskegon Chronicle on August 3, 1977 and on August 10, 1977.

Respectfully submitted,

Robert N. Boelkins, Secretary

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It was moved by Trustee Boelkins, seconded by Trustee Poole, that the recommendation be approved. The motion carried by the following vote: Ayes—Trustees Boelkins, Boerigter, J. Carlson, R. Carlson and Poole. Nays—None.

REPORT OF TREASURER

Trustee J. Carlson presented the Treasurer's Report. It was moved by Trustee J. Carlson, seconded by Trustee Boerigter, that the Report be accepted. The motion carried by the following vote: Ayes—Trustees Boelkins, Boerigter, J. Carlson, R. Carlson and Poole. Nays—None.

OTHER PERTINENT BOARD BUSINESS

Trustee Boerigter requested that the Board give consideration to the possibility of reimbursement to Board members for their service since reimbursement of $30 per meeting for up to 50 meetings per year is permissible under state law. Trustee Boerigter indicated that he feels the Board should think about this between now and the regular September Board meeting and at that time make its decision known. He further explained his personal support for such reimbursement based upon the number of meetings Board members are requested to attend, and upon the practices of other Boards in the area on this issue.

Trustee J. Carlson explained that he had sought to be elected to the Board because of his interest in the education needs of the community, that he had not run for office expected to be paid. He said that in many ways the Muskegon Board is often looked to as an example by other boards in the area, and in the interest of the best use of the
taxpayers' money, he would not support a recommendation that Muskegon Board members be reimbursed for their services. Trustee Carlson indicated he was expressing his personal feelings now as he did not need additional time to think about the matter.

Board members agreed that the issue of reimbursement be included on the agenda for the September 20 meeting.

REPORT OF THE SUPERINTENDENT

Superintendent Austin introduced Mary Galligan, education reporter for the Chronicle. Miss Galligan replaces Brad Martisius who had been substituting for Rebecca Kuzins. The Board was informed that Miss Galligan is a former Junior High English teacher who recently completed her Master's Degree in Journalism. She has just begun her work with the Chronicle.

Mr. Bruce Galland, a member of the audience, was also introduced to the Board by the Superintendent. Mr. Galland is working with the administrative staff of the Muskegon Schools this summer in his internship for a Specialist's Degree through Western Michigan University.

Following the introduction of Miss Galligan and Mr. Galland, Superintendent Austin announced that the Board was invited to tour the Hackley Public Library, as were any members of the audience who wished to do so.

* * * *

The following were visitors at the meeting:

<table>
<thead>
<tr>
<th>Name</th>
<th>Representing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bruce Galland</td>
<td>Self</td>
</tr>
<tr>
<td>Ann Kelly</td>
<td>Hackley Public Library</td>
</tr>
<tr>
<td>Name</td>
<td>Representing</td>
</tr>
<tr>
<td>--------------</td>
<td>--------------</td>
</tr>
<tr>
<td>Bob Lindgren</td>
<td>Self</td>
</tr>
</tbody>
</table>

President R. Carlson adjourned the meeting at 7:35 p.m. for the tour of the Library.

Robert N. Boelkins, Secretary
The intern had as an objective learning how funds were obtained from State and Federal programs. Appendix J is a list of criteria used by the Central Office when developing proposals for funding.
Criteria for Proposal Evaluation

1. Was problem clearly stated?
2. Was need established through validated methods?
   a. what method
   b. general or specific
3. Was client group clearly established?
   a. number of clients
   b. location in the community
4. Were services to be delivered specifically defined?
   a. amount
   b. time
   c. personnel
   d. housing
5. Does the budget relate to the project in a clear and concise manner?
   a. sufficient line items
   b. small miscellaneous items
   c. adequate budget accountability
   d. personnel costs
6. Does personnel have adequate job descriptions to insure equal rights and affirmative action compliance?
7. Was community participation outlined?
   a. parent groups
   b. advisory committee
   c. policy boards

106
8. Was accountability and acceptance of responsibility stated and approved formally?
   a. by Board of Education
   b. school administration
   c. parent groups

9. Were activities stipulated to meet objectives?

10. Do suggested activities and objectives relate to established problem?

11. Is the evaluation design consistent with the problem and activities outlined?

12. Will this program mitigate the problem?

13. Is the schedule of the program implementation realistic?
   a. staff selection
   b. instructional schedules

14. General comments
   a. descriptive or polarized words
   b. excessive objectives
   c. generalized assumptions
   d. padding
The intern developed a three year projection of student enrollment for the grades K-12 in the Muskegon Public Schools. Appendix K represents the projected enrollment and Appendix L was the actual count of students after school had started in the fall of 1977.
## MUSKEGON PUBLIC SCHOOL K - 12

### THREE YEAR PROJECTION BASED ON FOURTH FRIDAY COUNT

<table>
<thead>
<tr>
<th>Grade Year</th>
<th>Grade</th>
<th>KGN</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
<th>11</th>
<th>12</th>
<th>Total K-12</th>
</tr>
</thead>
<tbody>
<tr>
<td>69/70</td>
<td></td>
<td></td>
<td>887</td>
<td>882</td>
<td>760</td>
<td>822</td>
<td>780</td>
<td>729</td>
<td>762</td>
<td>725</td>
<td>716</td>
<td>698</td>
<td>668</td>
<td>587</td>
<td>9,778</td>
</tr>
<tr>
<td>70/71</td>
<td></td>
<td></td>
<td>869</td>
<td>815</td>
<td>788</td>
<td>760</td>
<td>784</td>
<td>758</td>
<td>718</td>
<td>747</td>
<td>757</td>
<td>719</td>
<td>687</td>
<td>622</td>
<td>584</td>
</tr>
<tr>
<td>71/72</td>
<td></td>
<td></td>
<td>809</td>
<td>733</td>
<td>741</td>
<td>719</td>
<td>716</td>
<td>739</td>
<td>743</td>
<td>688</td>
<td>709</td>
<td>693</td>
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The intern had as one of his objectives a study of the lines of authority in the central office of a school system. Appendix M is a diagram of the hierarchy in the school system and shows the lines of authority/communication.
NOTE:
Public Information Has Director Line to-
- Superintendent
- Ass't. Superintendent-Administration
- Ass't. Superintendent-Instruction
Legislative Liaison Has Direct Line to-
- Superintendent
- Ass't. Superintendent-Administration
- Ass't. Superintendent-Instruction
- Business Manager
BIBLIOGRAPHY


