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Defining the Role of School Personnel Directors in Urban School Divisions of the Commonwealth of Virginia

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DEFINING THE ROLE OF SCHOOL PERSONNEL DIRECTORS

IN URBAN SCHOOL DIVISIONS OF THE

COMMONWEALTH OF VIRGINIA

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ABSTRACT

DEFINING THE ROLE OF SCHOOL PERSONEL DIRECTORS
IN URBAN SCHOOL DIVISIONS OF THE
COMMONWEALTH OF VIRGINIA

Arnold Coy Nye, Jr.
Old Dominion University, 1991
Director: Dr. William G. Cunningham

The purpose of this study was to identify disparities
between perceptions of the public school personnel director's
role by both personnel directors and superintendents. The
study was limited to personnel directors and superintendents
employed by urban school divisions in Virginia. The study
sought to identify (1) disparities between perceptions by
personnel directors of their ideal role versus their actual
role, (2) disparities between perceptions of personnel direc-
tors and superintendents of the personnel director's actual
role, and (3) disparities between perceptions by public school
division superintendents of the personnel directors ideal role
versus the actual role.

A role analysis questionnaire was developed from current
literature describing functions of personnel directors in
both public and private sectors. Validity and reliability
were tested through a pilot study of urban school divisions
in Georgia. The questionnaire was revised and mailed to
superintendents and personnel directors of each of the
twenty-nine urban school divisions in Virginia. Twenty-two

usable returns were received from each group representing a usable return rate of 75.9 percent.

Analysis of variance (ANOVA) techniques were utilized to examine the responses. Scheffe post-hoc tests were employed to make mean comparisons when significant F ratios were achieved.

The analysis indicated a significant difference between the ideal role conception and actual role experience of personnel directors, as perceived by both personnel directors and superintendents. Both groups perceived that personnel directors' ideal roles held more responsibilities than their actual roles in analyzing jobs and positions, training employees, providing staff development activities, solving problems, establishing quality of life programs, implementing odd-hour scheduling of employees, allowing employees to work at home, and helping administrators.

Personnel directors perceived greater responsibilities in their actual roles regarding training, staff development, job/position analysis, and disciplinary procedures than did superintendents.

The findings suggest that standard guidelines for school personnel administrators would alleviate some of the role conflict and role ambiguity experienced by school personnel administrators.

DEDICATION

To my loyal and supporting wife, Margarethe

ACKNOWLEDGEMENT

I am indebted to Dr. William G. Cunningham for encouraging me throughout the degree quest and for guiding me through the dissertation process; to Dr. Stephen W. Tonelson for his infinite patience in assuring that the statistical analysis was correct; to Dr. Robert MacDonald for his cheerful support and guidance; and finally to Margarethe Birk Nye for putting up with me through the entire quest.

iii

TABLE OF CONTENTS

LIST OF TABLES

vi

vii

EPIGRAPH

An institution is like a tune; it is not constituted by individual sounds but by the relations between them.

Peter F. Drucker

CHAPTER 1

INTRODUCTION

Management of human resources was not recognized as an important function of organization management until the second decade of this century. F. W. Taylor was the first to call attention to people in the work situation as important factors in production. Taylor became known as the father of scientific management following the publication of his major work, The Principles of Scientific Management in 1911.[1] Interest in human relations was heightened by World War I. The National Personnel Association was formed during World War I. In 1923, the National Personnel Association was renamed and is today known as the American Management Association carrying the subtitle "Devoted Exclusively to the Consideration of the Human Factor in Commerce and Industry." The association's first conference was held in 1918. The theme of that first conference was "Human Relations and Betterment in Industry."

In the 1920s and 1930s, human relations in industry gained academic stature. Elton Mayo and his colleagues at Harvard University pioneered the concept that an organization is a social system and the worker is the most important element in the system.[2] To Taylor, human problems were obstacles which should be eliminated. Mayo saw human problems

1

as opportunities for progress and a new field of study. Taylor is sometimes called the father of employee human relations.

Until World War II, personnel management was still primarily an academic pursuit. Only a few practicing managers even recognized that they were practicing personnel management. Drucker identifies the period directly following World War I as the management boom that fizzled, and the period from the end of World War II to the end of the 1960s as the management boom that swept over the entire world.[3] This boom created an awareness of management and its role, functions, and work. The boom began in America as a result of the need for a productive manufacturing industry to support the war effort. A growing interest in management as a practice, as a discipline, and as a focus of social, economic, and ethical concern emerged during this period. Drucker identifies seven conceptual foundations to the management boom:

> (1) scientific management of work as the key to productivity; (2) decentralization as a basic principle of organization; (3) personnel management as the orderly way of fitting people into organization structures (which included such things as job descriptions, appraisals, wage and salary administration, but also "Human Relations"); (4) manager development to provide for the management needs of tomorrow; (5) managerial accounting, that is the use of analysis and information as the foundation for managerial decision-making; (6) marketing; (7) finally, there was long range planning.[4]

The third of these functional concepts, personnel management, arose as an organized and systematic management function during and after World War I. Personnel management

often is characterized as the methodical and systematic dis-
charge of activities, such as recruiting, selecting,
appraising, training, compensating, and terminating of
employees.[5] These maintenance functions are necessary to the
operation of any organization which employs people. If these
maintenance functions are neglected problems will arise.
However, attendance to maintenance functions does not consti-
tute management or result in progress.

Personnel management departments have grown at an astro-
nomical rate in the last forty-five years; yet, personnel
managers continue to complain that they are not considered
professionals by their management colleagues. These com-
plaints reflect a perception by personnel managers that other
managers do not appreciate the complexity of their task and
the need to professionally manage people. Line managers, on
the other hand, have taken over many of the personnel manage-
ment functions previously lodged in personnel departments.
Although the personnel department may recruit, often the line
manager makes the final employment decision. The level of
compensation is sometimes left up to line managers and the
personnel manager only carries out the distribution of compen-
sation.

Recent innovations such as changing terminology; i.e.,
"personnel management" to "human resource development," and
the restructuring of top-down organizations are indicative of
the trends personnel managers will deal with in the future.

In business today, human resource managers are near the top of the management pyramid and are responsible for grasping and dealing with the technological, sociological, and ideological revolutions that have fundamentally and irrevocably altered the world of work. Human resources managers increasingly are confronted with and must learn to deal with, situations such as terrorism, kidnapping, the theft of trade secrets, AIDS, drugs, and murder.

Ironically while personnel management became an academic pursuit in the early part of this century public education administrators were among the last to become practitioners. Personnel management as a function of the administrative team was not recognized as rapidly in education as it was in industry. The first appointment of a personnel administrator in a public school system did not occur until 1919 in Dallas, Texas, when the school district added the position of Assistant Superintendent for Personnel to the central office staff. Other larger school systems, including Pittsburgh, St. Louis, and Cleveland, slowly added personnel administrators in the 1920s.[6] Even then growth was slow until the period following World War II. Rapid growth occurred in the 1960s and 70s with even the smallest districts designating a person, a department, or a division to handle personnel administration.

The American Association of School Administrators encapsulates the history of personnel administration in public

schools.[7] The report reveals that prior to 1940 personnel administration focused primarily on developing better procedures to select teachers in large city systems. The National Conference of Teacher Examiners was founded in May 1940 as a result of a two-day meeting of a small group of examiners from large cities in the East, representatives from the American Council on Education, the Cooperative Testing Service, and Teachers College of Columbia University. The council became international with the participation of representatives from Montreal in 1945 and the name was changed to the American Conference of Teacher Examiners to reflect the new status.

The American Conference of Teacher Examiners was concerned mainly with the testing aspect of teacher selection for the first ten years of the conference's existence. In 1950 the name was changed to the American Association of Examiners and Administrators of Educational Personnel to reflect broadening interests including nontesting procedures in teacher selection.

In the early 1950s, more school systems formed personnel departments which used selection techniques relying primarily upon analysis of college transcripts, student teaching records, professional references, and job interviews. Many volatile discussions ensued from the addition of personnel directors to the American Association of Examiners and Administrators of Educational Personnel. The dissension arose because many of the personnel directors were not proponents of

testing to establish eligibility for employment. The name of the Association was changed to the American Association of School Personnel Administrators in 1959. Membership has grown from sixteen in 1940 to 1,650 in 1991. The Association boasts active members from forty-eight states, the District of Columbia and seven provinces in Canada. The Virginia Association of School Personnel Administrators reported 109 active members in school year 1990-91. This continued growth reflects the increasing importance of personnel management to public schools and a growing interest in professionalism among personnel managers.

Public school personnel administrators long have perceived that they are unappreciated citizens of the school community. The long range function of a personnel department is to attract, retain, and develop the employees needed by the school division to accomplish the division's mission. Accomplishment of that mission is confounded by the demands heaped upon the personnel department. Demands range from the mundane tasks of establishing salary schedules to the more esoteric duties of writing policies addressing new social crises such as the AIDS epidemic. Complicating the personnel directors' role are constantly changing requirements such as the need to recruit, not just highly qualified teachers, but teachers of specific races. Thus, a picture of a dynamic and complex profession emerges.

McCarthy, writing in <u>Personnel Journal</u> identifies five

benchmarks for contemporary human resource functions.[8] He postulates that these benchmarks can be applied to any organization to determine progress in transitioning from personnel management to human resource development.

1. A human resources architecture integrates all systems. The human resources architectural design should be based on the mission, aspirations, and business strategies of the company to assure that it supports them.

2. Human resources systems are based on customer needs and input. The solicitation of needs can not be achieved by a few questions in passing, but by comprehensive surveys and in-depth focus groups.

3. The line has total accountability for managing its human resources. This has been one of the most difficult transitions for human resources professionals. Loss of control is equated with loss of power. The cure is to replace control with trust.

4. Performance appraisal programs, which have a profoundly negative effect on the workplace, are replaced with achievement oriented systems. The new systems should encourage participation and demonstrate management's belief in the commitment of the employees to make a significant contribution to the organization. Summative evaluation is eliminated and replaced with an emphasis on the process of improvement.

5. Employee empowerment is the foundation of all human

resources systems. Employee empowerment originated in the participatory management of the 60s. Quality circles and team approaches of the 70s and 80s contributed to the increase in empowerment. The actual practice is often limited by management's reluctance to empower employees to deal with any problems except those problems deemed safe by management.

Public school personnel officials are beginning to discuss some of the benchmarks, and evidence exists of movement toward meeting them. Some school divisions now permit principals the final selection decision on hiring of teachers. However, a strong inclination toward centralization persists.

Summative evaluations still are utilized in many school divisions; however, at least one achievement oriented employee appraisal system is in use in Virginia. York County presently uses a peer coaching approach to evaluation. Each teacher works with a peer to accomplish an achievement oriented goal. The teacher's performance of that goal forms the basis for his or her annual evaluation.

A lack of conformity exists among school divisions as to what functions constitute a personnel department. The American Association of School Personnel Administrators (AASPA) has addressed this role confusion four times. The first edition of Standards for School Personnel Administration was published in 1960 as a statement of principles and functions of school personnel administration, and a means of evaluating personnel programs in public schools.[9] Subsequent editions were pub-

lished in 1972, 1977, and 1988. The current edition contains

twenty-seven statements that are labeled as standards. The

association defines standards as broad goals by which the

program of personnel administration in the public schools may

be evaluated. The twenty-seven standards are comprised of 217

statements of policies and practices. Policies are defined as

objectives to be achieved while practices are activities

necessary for the implementation of policies. The Virginia

Association of School Personnel Administrators (VASPA)

developed a certification process for personnel administrators

in 1988. As part of this process, the personnel function was

divided into eleven areas with thirty-four functions. In her

May 1991 report to (VASPA) Dr. Carole Hastings surveyed sixty-

five functions considered to constitute a comprehensive per-

sonnel department's responsibility.[10] Of those sixty-five

functions the majority of VASPA members are solely responsible

for 20 percent versus the national average of 55 percent. The

VASPA report concludes that a need exists for additional data

at both the state and national level regarding the functions

of a comprehensive school personnel or human resource depart-

ment. Hastings particularly identifies disparities in

placement of responsibility for salary and benefit administra-

tion, staff development activities for administrators, and

staffing ratios for personnel offices.

The lack of conformity in tasks assigned to personnel

departments and a perceived lack of professional status are

indicative of the role ambiguity experienced by public school personnel officials in Virginia. As trivial as it may seem, facilities at state-level conferences in the 1970s illustrate clearly the different images projected by personnel officials and business officials. The business officials' association (VASBO) met at hotels such as the Hyatt Regency or Sheraton. The members wore conservative pin striped suits and drank coffee from porcelain cups. The personnel administrators' association (VASPA) met at the downtown Holiday Inn. Members wore sport coats and drank coffee from styrofoam cups. The workshops presented by each association were well received and membership in each organization flourished. Personnel directors have become aware of the need to improve personnel management's image. VASPA members are seeking professionalism and have initiated a certification procedure with specific professional requirements. A role ambiguity problem for public school personnel directors continues to exist, and is addressed by this study.

The role ambiguity is illustrated by a review of responses to the pilot study questionnaire. That study revealed the following significant differences relating to perception of the personnel director's role.

1. Personnel directors' responses indicated a significant difference in their perception of the ideal versus the actual role of the personnel director. The greatest difference was in the development category. Personnel directors

indicated a need to do more in each of the areas within the
development category. The major differences existed in the
areas of flexible working hours, compensation plans tied to
dvision goals, and employee motivation. In the recruitment
category, the major differences were in utilizing a hot line
to provide job information, actively seeking handicapped
employees, using assessment center data to select candidates
for promotion to administrative positions, and using job
sharing as a technique to attract employees. The major
differences in the administrative category were concerned with
developing an ongoing development function to help with team-
work, conflict, communication, and power equalization prob-
lems; implementing a quality of life program; and implementing
an employee assistance/wellness program. The security cate-
gory had a less significant difference than the other three
categories. The major differences in security were concerned
with preparing or monitoring accident reports and providing
training for employees.

2. Superintendents and personnel directors' responses
indicated a significant difference in their perceptions of the
personnel director's actual role in the security category.
The major differences in security were concerned with pre-
paring or monitoring accident reports, helping administrators
identify their training needs and providing training for
employees.

3. Superintendents' responses indicated a significant

difference in the ideal role versus the actual role of the personnel director as perceived by the superintendent. In every function within each category superintendents perceived that personnel directors actual role was less than their ideal role. The greatest differences were in the development category and concerned compensation plans tied to division goals, job analysis with changes to increase employee satisfaction and morale, and flexible working hours. In the administrative category major differences concerned implementation of employee assistance, wellness and quality of life programs. Differences in the recruitment category were concerned primarily with promoting education as a career to secondary school students, odd-hour scheduling, and retraining of personnel whose job skills have become obsolete. In the security category major differences concerned helping administrators understand the division's environment, culture, and management style; linking retirees to the active work force, and helping administrators identify their training needs.

The pilot study data indicates that superintendents and personnel directors of Georgia school divisions which serve populations of 50,000 or more have similar perceptions of the actual role performed by the personnel director in recruitment, development, and administrative categories. Their perceptions of the role differ significantly in the security category only. Superintendents and personnel directors both indicate significant differences between the ideal and actual

role of the personnel director in all categories.

Statement of the Problem

The purpose of this study is twofold. The first purpose is to determine if a significant difference exists between the internalized (ideal) role conception and the actual (real) role experience regarding recruitment, security, development, and administrative tasks of personnel directors of Urban School Divisions in Virginia as perceived by personnel directors and superintendents. The second purpose is to determine if a significant difference exists between the actual role experience regarding recruitment, development, retention, and administrative tasks of the personnel director as perceived by the personnel director and the actual role experience regarding recruitment, development, retention, and administrative tasks of the personnel director as perceived by the superintendent.

Throughout the Commonwealth of Virginia a variety of job titles and responsibilities exists for individuals serving as the person in charge of personnel activities for each school division. Some are entitled Personnel Director while others are Assistant Superintendents of Personnel or Administration. The increased emphasis on personnel administration may be a result of the increased awareness of the need for personnel specialists in the school divisions because of legal ramifications of personnel actions such as termination, employment,

transfer, or workmen's compensation claims. An alternative
explanation for this increase is a desire to provide improved
services to students by employing better teachers and pro-
viding improved developmental opportunities. Peters and
Waterman's book In Search of Excellence has made people orien-
tation very stylish for managers.[11] The phrase "people are
our most important resource" rebounds through both the private
and public sectors. Unfortunately little has been done to
determine a specific philosophy of human resources. School
divisions have not missed the clarion call toward human
resources. They, like many businesses, are trying with
limited success to apply the somewhat vague precepts of human
resource development to personnel management. Superintendents
may be influenced by either factor; however, awareness of the
probabilities of litigation resulting from personnel actions
is certainly heightened by media attention and the superinten-
dent's wish to protect the school division. Whichever is the
case, the superintendent's orientation toward personnel
administration will affect the personnel operation and
ultimately the quality of employee within the school division.
As the emphasis changes, so does the role of the personnel
director.

Since the role of the public school personnel director
is still evolving differences in role perception may occur
between individual personnel directors, superintendents and
others involved directly or indirectly with the personnel

process. This study will help define the personnel direc-

tor's role in relation to the processes of personnel in

Virginia. For the purpose of this study the processes are

combined into four major categories: (1) recruitment,

consisting of recruitment, selection, and induction; (2)

development, consisting of appraisal, development and compen-

sation; (3) retention, consisting of security, continuity,

and information; (4) administrative tasks, consisting of

communicating, controlling, and scheduling. Collective bar-

gaining, which is generally considered a personnel process is

not being considered, as collective bargaining by State

employees is illegal in Virginia.

Significance of the Study

Likert begins The Human Organization: Its Management

and Value with the following statement on personnel manage-

ment:

> All activities of any enterprise are initiated and
> determined by the persons who make up that institution.
> Plants, offices, computers, automated equipment, and all
> else that a modern firm uses are unproductive except for
> human effort and direction. . . . Of all the tasks of
> management, managing the human component is the central
> and most important task, because all else depends on how
> well it is done.[12]

If managing the human component is the most important

task, then personnel administration must be one of the most

important functions in any organization. This concept holds

true for educational organizations as well as business or

industrial organizations. Appropriate emphasis on the human

component should improve the educational personnel function. As management of human resources improves employees become better motivated, and ultimately the delivery of instruction to students should improve.

In 1986, Virginia Governor Gerald Baliles received a report from his Commission on Excellence in Education.[13] That report consisted of thirty-six specific recommendations. Each of the recommendations impacts on personnel professionals to some degree. Several of the recommendations have specific and direct impact on the practice of personnel management in public schools, for example:

1. individualized recertification plans based on a point system must be developed, coordinated and monitored; and

2. reduction of class size, addition of more paraprofessional employees, and new or revised degree requirements alter the need for recruiting, retention, and development activities.

No studies of the public school personnel director's role could be found in the literature since 1977, and the American Association of School Personnel Administrators has been unable to locate any studies from within their resources.

This study will determine if superintendents and personnel directors have different perceptions of the personnel professional's role in public education. Moreover, areas in which personnel directors perceive dissonance or congruence between the preferred role and the actual role will be

addressed.

This study will significantly contribute to the limited research base concerning the personnel function in public schools by identifying disparities between perceptions of the personnel director's role by both personnel directors and superintendents. As school divisions move toward a human resource orientation from a personnel management operation the results of this study will help those divisions determine the role which the personnel professional will play. Useful data for job descriptions, policy development, and personnel practices will be provided by the findings of this study.

Greater conformity in perception of the personnel director's role will facilitate progress in determining the future mission of the personnel function. Understanding by the personnel director and the superintendent of how they each view the personnel function will facilitate communication and simplify the definition of a revised role. School divisions must clarify what is expected from the personnel department.

Some questions which must be answered prior to any restructuring of the personnel function are: (1) does personnel represent the division's employees; (2) should personnel serve as an advocate for employees; (3) if so, what does this advocacy role consist of; (4) at what point does personnel have authority to interfere with line management; (5) to what extent should personnel help set the tone for the division;

(6) is personnel a profession; or (7) should the attitude of the personnel office be to keep people happy, to serve the organization first, to enforce rigid rules, or some combination of the above? A comprehensive role definition for the personnel director will assist the school board in determining and dictating the philosophical role the personnel department assumes within the organization, and will enable personnel managers to articulate what their functions are for the division. The study will assist school boards to formulate answers to the above questions and develop policies which fit the division's mission and needs. Superintendents and personnel directors will find this study helpful as they develop administrative regulations for personnel departments.

The leadership of the Virginia Association of School Personnel Administrators (VASPA) has been seeking avenues to improve the image of the personnel profession. One of the avenues being explored is establishing standards for certification of personnel officials by the state department of education. Data will be provided which can be used to develop standards for VASPA members and for certification of all personnel officials.

Definition of Terms

The following definitions are presented to provide specific meanings of terms which may not be self-explanatory.

Actual Role Experience: What the public school per-

sonnel director actually does as perceived by the subject being questioned.

Internalized Role Conceptions: Located within the individual personnel director, role conceptions are the personnel director's internalized expectations of what he, or she, envisions as the role of the personnel director.

Personnel Director: The chief administrative officer responsible for personnel management within a public school division.

Role: The behavior expected of an individual because of his or her position within the organization and the behavior exhibited by that individual as a result of those expectations.

Role Acceptance: Located within the individual personnel director, role acceptance determines the extent the personnel director accepts the director's role as defined by others and as the role is self-conceived.

Role Ambiguity: Occurs when role expectations are unclear, when individuals do not know what is expected of them or how their performance is evaluated by others.

Role Conflict: Occurs when the multiple roles an administrator performs affect each other negatively. The two types identified are:

    1. Objective Role Conflict:

        a. Interrole conflict -- resulting from two or more conflicting roles.

b. Intrasender conflict -- resulting from con-
flicting role expectations from a single individual.

c. Intersender conflict - resulting when role
expectations of some persons are in conflict with the role
expectations of others.

2. Subjective Role Conflict: Person -- role conflict
-- resulting when role requirements are not consistent with
the values, interests or beliefs of the individual in the
role.

Role Expectations: The behavior prescribed for the
public school personnel director by other participants who
directly influence the personnel director's role. In this
instance, the public school superintendent, as the Chief
Executive Officer of the school division exerts major
influence on the director.

Role Performance: The end product of the role behavior
model and is determined by interaction of the other role
elements.

Urban School Division: Those divisions listed in the
Virginia Statistical Abstract as having populations of 50,000
or greater.

Limitations of the Study

This study was limited to superintendents and chief
personnel officials employed in each of Virginia's twenty-nine
urban public school divisions.

ENDNOTES

[1]Keith Davis, _Human Behavior at Work_ (New York: McGraw-Hill, 1972), 8.

[2]Ibid., 9.

[3]Peter F. Drucker, _Management: Tasks, Responsibilities, Practices_ (New York: Harper & Row, 1974), 25.

[4]Ibid., 27.

[5]Ibid., 306.

[6]R. Oliver Gibson and Herold C. Hunt, _The School Personnel Administrator_ (Boston: Houghton Mifflin, 1965), 92.

[7]American Association of School Personnel Administrators _1986-87 Membership Roster_. (Foster City California, American Association of School Personnel Administrators, 1987)

[8]Joseph P. McCarthy, "Viewpoint: Riding the Third Wave," _Personnel Journal_ 70 (April 1991): 34.

[9]American Association of School Personnel Administrators _Standards for School Personnel Administrators_. (Foster City California, American Association of School Personnel Administrators, 1988), i-ii.

[10]Carole A. Hastings, "VASPA Survey: Personnel/Human Resource Functions," (Richmond: Virginia Association of School Personnel Administrators, May 1991).

[11]Thomas J. Peters and Robert H. Waterman, Jr., _In Search of Excellence_ (New York: Warner Books, 1982).

[12]Rensis Likert, _The Human Organization: Its Management and Value_ (New York: McGraw-Hill, 1967), 1.

[13]Commonwealth of Virginia, _Excellence in Education: A Plan for Virginia's Future_ (Richmond: Governor's Commission on Excellence in Education, 1986).

21

CHAPTER 2

REVIEW OF THE LITERATURE

Overview

The purpose of the literature review was to assess the current state of knowledge regarding the role of public school personnel directors as perceived by personnel directors and by school division superintendents. The four variables were: (1) personnel directors' perception of the ideal role of the personnel director, (2) personnel directors' perception of the real role of the personnel director, (3) superintendents' perception of the ideal role of the personnel director, and (4) superintendents' perception of the real role of the personnel director.

Although attempts were made to focus on research pertaining directly to public school personnel directors little has been written about this population. As a result, this study incorporated resources from books and journals in the areas of human resources development, personnel management, business management, psychology, education administration, and role theory.

The Social Systems Model

Personnel administration is considered to be a social process performed within a social system. The adminstration

22

process may be examined from three points of view: structurally, functionally, and operationally.[1]

A structural examination studies the superordinatesubordinate relationships within the organization. The formal organization structure as represented by the hierarchical organization chart as well as the informal organization structure of dominant, parallel, and lower positions impact the social process of administration.

Functionally, this hierarchy of relationships allocates and integrates roles and facilities to achieve the goals of the system. Status is assigned, facilities provided, procedures organized, activities regulated, and performance evaluated as part of function. Each function must be prescribed by the superordinate, and be accepted and implemented by the subordinate.

Operationally, person-to-person interaction is the basis for the administrative process. Two separate and dynamic personal situations are being merged as the superordinate and the subordinate interact. Each individual perceives and organizes the relationship in terms of his or her needs, skills, goals, and past experiences. Some common ground exists for this merger of perceptions; but, the individuals do not necessarily agree completely with each other. These differing perceptions can cause role conflict or role ambiguity.

As administration always functions within a network of interpersonal or social relationships the nature of this net-

work is a crucial factor in the administrative process.
Therefore, this study of the personnel administrator's role is
conducted within the general context of the social system in
which the role operates. The superordinate is the division
superintendent while the subordinate is the chief personnel
official of the school division. The title, personnel direc-
tor, is used to identify the chief personnel official
regardless of the title bestowed upon that individual by a
particular school division.

Owens believes that the Getzels-Guba model "has provided
a useful way of conceptualizing organizational behavior as a
function of organization requirements and the needs disposi-
tions of individuals." Owens warns that the model is limited
because of such dynamics as the impact of technology, the
nature of organizational structure, the kinds of work being
performed, and the nature of the organization's objectives are
ignored.[2] This study considers those dynamics and focuses on
the relationship between the superordinate and the subordinate
within the organizational structure, and addresses the kinds
of work being performed. The organization's objectives will
influence responses by both groups of subjects. Although the
impact of technology is not specifically addressed the
responses will be influenced by whatever technology exists in
the respondent's school division.

According to Owens, social systems can be divided into
two classes: (1) open systems which interact with their

environments, and (2) closed systems which do not interact with their environments.[3]   Personnel management is a process which interacts continuously with the school division's environment. The personnel director deals with an ever-expanding environment. The first level, is the division superintendent who is the personnel director's immediate superordinate. Other levels of interaction of the personnel director and the environment are: the school board, the central office staff, the schools which are to be staffed, and the community served. The relationships are shown in Figure 1. The boundaries of the different systems are suggested by the tangenital circles, however each of the boudaries are permeable, permitting action between the systems and their environments.

In his discussion of various models useful for studying school administration, Knezevich explains that social systems models depict the organization as a social system in which human behavior is the result of forces within the system and determine the productivity of the system. According to Knezevich, "Individual needs, institutional demands, role behavior, coalitions, and resolution of conflicts are key factors within the system."[4] He also points out that the social systems model developed by Getzels and Guba is the most often quoted model of studying educational administration. The model presents administrative relationships as a function of interaction between the nomothetic and idiographic dimensions.

```
Personnel   Super-         School   Community
Director    intendent      Board
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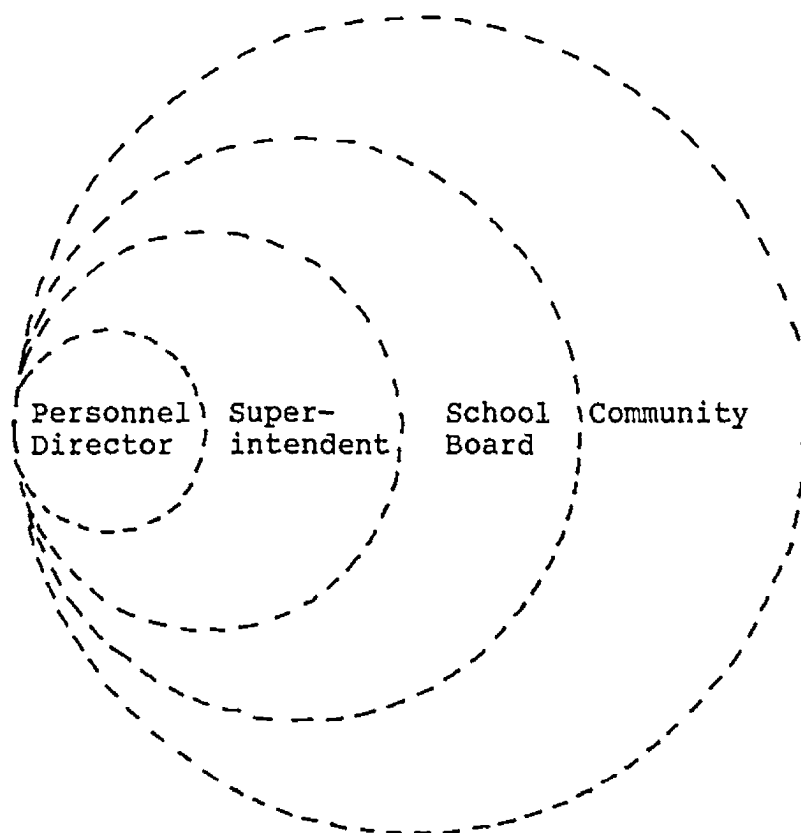
Fig. 1. A social systems view of levels of interaction of the individual and the organization.

Harris states that "the Getzels-Guba model for viewing people in organizational settings is useful to the personnel administrator as a way of conceptualizing balances between people's needs and organizational goals."[5] He also informs us that the model "can be useful in viewing the role of management of personnel services."[6]

Sergiovanni and Starrett maintain that the social systems model, developed for educators by Getzels and Guba, is

"the most widely recognized and perhaps the most useful frame-
work for studying and understanding administrative and
supervisory behavior."[7]   Sergiovanni and Carver define the
social system concept as simply "two or more persons interac-
ting toward a goal (or goals) about which there is some
agreement."[8]   The two persons involved in this study are the
personnel director and the superintendent. Each are working
toward the goals established for the school division by the
school board. Each has his or her own subset of goals and
objectives which can complicate the process.

The social systems model as developed by Getzels and
Guba emphasizes two dimensions.[9]   The nomothetic or normative
dimension is concerned with certain expectations and roles
imposed upon a role incumbent by the organization through
expectations held by important referent groups. The normative
dimension of behavior within a social system is comprised of
institution, role, and expectations collectively. Behavior
is viewed as necessary to meet the organizational goals and
can be classified as efficient or inefficient in this dimen-
sion.

The personal or idiographic dimension is concerned with
the personality and need disposition of the role incumbent.
The idiographic dimension is comprised of individual, person-
ality, and need disposition collectively. Behavior is viewed
as satisfying the needs of the individual in this dimension
and can be classified as efficient or inefficient.

Social behavior within an organization can be examined using the nomothetic and idiographic dimensions as analytic elements. The behavior which occurs in a social system is viewed as a result of "the individual attempting to cope with an environment composed of patterns of expectations for his behavior in ways consistent with his own independent pattern of needs."[10] The amount of interaction between the two dimensions depends on the organizational role and the individual. In this study the role of the personnel director is analyzed from the perspective of the organizational role behavior (nomothetic dimension) as perceived by both the superintendent and the personnel director, as well as the personality and need disposition (idiographic dimension) as perceived by the personnel director.

Getzels and Guba outlined three characteristics of a social system: (1) The parts of the system are interdependent, (2) the system is organized into some sort of whole, and (3) both individuals and institutions are intrinsically present.[11] Although the social system concept has been applied often to large agglomerations of relationships, the concept "is applicable regardless of the level or magnitude of the system under consideration."[12] For the purpose of this study the school division will be regarded as a social system containing the analytical units of institution, roles, and expectations; and organized to achieve certain goals. Within this social system the personnel director performs a role and

functions within the nomothetic and idiographic dimensions of the model. The nomothetic and idiographic dimensions are represented pictorially in Figure 2.

Normative (Nomothetic) Dimension

Personal (Idiographic) Dimension
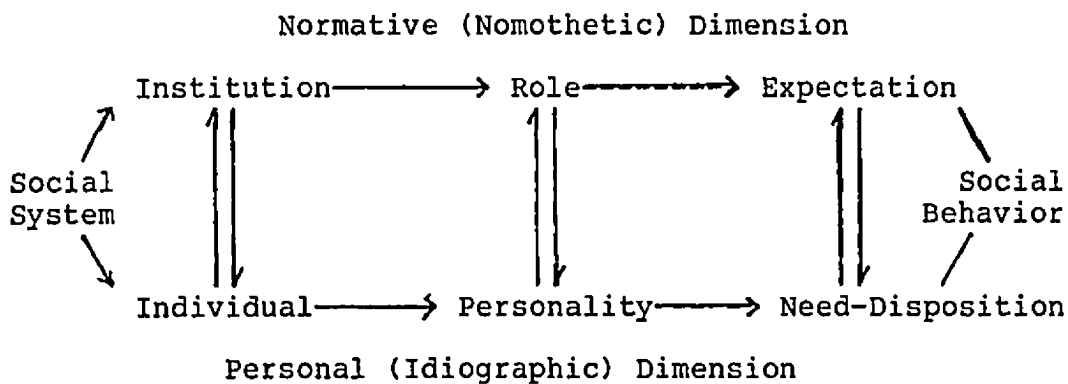
Fig. 2. The normative and personal dimensions of social behavior[13]

Role Theory

In a paper presented to the Public Relations Division, Association of Education in Journalism and Mass Communication, Belz states that "the theoretical concept of role has been applied to a broad range of human behavior. Using the drama metaphor, role theory suggests that people play parts determined, to some extent, by others' expectations"[14] and by the individuals own personality and need disposition. Getzels and his colleagues advise us that "the most important analytic unit of the institution is the role."[15]

According to Getzels, roles have several notable characteristics:

1. "Roles represent positions, offices, or statuses

within an institution."[16] A role exists only within a par-
ticular social system and that a certain pattern of behavior
is expected of the role incumbent.

2. "Roles are defined in terms of role expectations."[17]
Roles have rights and duties accruing from the social system.
The incumbent has a right to perform in certain ways and a
duty to perform as expected by others in the organization.
The rights of one incumbent are the duties of another and
vice-versa.

3. "Role expectations are institutional givens."[18]
Role expectations are normally predetermined by the organiza-
tion. When an individual accepts or is appointed to a
position, the expectations of that position are known. Expec-
tations may be misunderstood, but those expectations are the
plan of action for that particular role.

4. "Roles are more or less flexible."[19] Parameters
usually exist for each role within which the incumbent may
exercise some latitude without violating the role expecta-
tions. These parameters provide flexibility so that persons
with differing personalities may fulfill specific roles.

5. "Roles are complementary."[20] Each role derives
meaning from other related roles in the institution. An
example is the personnel director's role in providing new
employees for the school division. The personnel director
recruits, interviews, and selects new employees. The director
then recommends the new hire to the superintendent who, in

turn, recommends the new hire to the school board. This complementariness enables the roles to interact within the social system and complete an action.

6. "Roles vary in scope."[21]   There are two types of interaction involved in a given role relationship: functionally diffuse and functionally specific. The rights and obligations legitimately included as matters for allocation and interaction among the role incumbents are described by these two types of interaction. Functionally specific relationships follow prescribed guidelines and all parties are aware of the role expectations. Functionally diffuse expectations involve actions outside of the prescribed guidelines and may not be part of the job. Since role incumbents are people they sometimes act outside of the functionally specific relationships. Such diffusion can be detrimental or favorable to the organization. Administrators need to be aware of such relationships and their consequences.

Owens provides a vocabulary of generally understood terms applicable to role theory:

> Role. Role is a psychological concept dealing with behavior enactment arising from interaction with other human beings. The various offices or positions in an organization carry with them certain expectations of behavior held by both onlookers and by the person occupying the role. These expectations generally define role, with some additional expectation that the individual will exhibit some indiosyncratic personality in role behavior. . . .
>   . . . Role expectation. This refers to the expectation that one person has of the role behavior of another.
>   Role perception. This is used to describe the percep-

tion that one has of the role expectation that another
person holds for him or her. . . .

    . . . <u>Role conflict.</u> This is commonly thought to be a
source of less than satisfactory performance in organiza-
tions. There are many sources of role conflict, all of
which inhibit optimum performance by the role incumbent.
An obvious role conflict is a situation in which two
persons are unable to establish a satisfactory complemen-
tary, or reciprocal, role relationship, which can result
from a wide variety of causes and - not infrequently - may
involve a complex set of conflict behaviors. Confusion
over role expectation and role perception is commonly
observed.

    Moreover, role conflict frequently exists within a
single individual. The role expectation may well clash
with the individual personality needs of the role incum-
bent.

    <u>Role ambiguity.</u> This arises when the role prescrip-
tion contains contradictory elements or is vague. Role
ambiguity is rather commonly observed in the attempt to
preserve the distinction between administration and super-
vision: the first is generally seen as a "line"
authority, whereas the other is thought to be a "staff"
responsibility. Yet supervisors are often perceived as
being in hierarchical authority over teachers; not infre-
quently, supervisors feel that they are being maneuvered,
against the spirit of their role, into the exercise of
authority over teachers, which threatens their more appro-
priate, collegial relationship with them.[22]

Getzels has identified three distinct categories of

usage for role: (1) The socialization process causes people to

assume roles associated with sex, age, and other meaningful

roles. (2) In society, role has been regarded as synonomous

with patterns of observed behavior. Thus, role is what a

person actually does. (3) Roles may be thought of as the

normative or structural elements defining the behavior expec-

ted of a role incumbent.[23]

The second and third categories of usage for role are

relevant to this investigation. An attempt will be made to

determine what the personnel director actually does (observed

role behavior), and what a referent group, superintendents, in the organization expect the personnel director to do (preferred role behavior).

Additional literature reviewed included three extensive summaries of the literature on role conflict and role ambiguity: Van Sell, Brief, and Schuler; Fisher and Gitelson; and Jackson and Schuler. Van Sell et al. selectively interpreted research on role conflict and role ambiguity. Fisher and Gitelson included forty-three studies in their meta-analysis and Jackson and Schuler referenced ninety-six studies.[24]

Van Sell et al. cite "numerous omissions in the role conflict and ambiguity research as well as numerous conflicting findings."[25] They conclude that:

> 1. Role conflict and ambiguity appear to cause lower productivity, tension, dissatisfaction, and psychological withdrawal from the work group.
> 2. Individual differences in perceptions of and adaptability to the work environment as well as the need for clarity are likely moderators of the relationships between role sender-focal person relationships.
> 3. It appears that experienced role conflict and ambiguity are partially a function of a complex interaction of job content, leader behavior, and organizational structure.[26]

These conclusions lend support to the concept that public school personnel directors and superintendents need to be aware of the existence and consequences of role conflict and ambiguity in their relationships.

Fisher and Gitelson contend that "past research has produced conflicting and unclear results regarding the nature and strength of the relationships between role ambiguity and

conflict and their hypothesized antecedents and conse-
quences."[27] Fisher and Gitelson's study attempted to reduce
the confusion through meta-analysis of forty-three studies,
and concludes that "role ambiguity is positively and consis-
tently, though weakly, related to education,"[28] probably
because persons with more education gravitate to higher level,
more complex jobs. Positions involving boundary-spanning, or
linking of different organizations, functions, or hierarchical
levels were positively correlated to role conflict. Fisher
and Gitelson's findings support the contention that public
school personnel directors may experience role conflict and
role ambiguity precisely because of education level required
for the position, awareness of ambiguity, and complex boundary
spanning experienced as personnel directors.

Jackson and Schuler's meta-analysis provides an overview
of ninety-six studies, and contests the premise that the
positive correlation between role ambiguity and education is
related to the higher level positions attained by persons with
more education.[29] Jackson and Schuler claim that the very low
correlations between job level and role ambiguity do not
support the relation of role ambiguity and conflict with
education

Role conflict and role ambiguity are often correlated
with each other. Fisher and Gitelson found that the degree
with which conflict and ambiguity were related varied across
samples. Jackson and Schuler and Van Sell et al. have

urged that role conflict and role ambiguity be treated
separately. Generally speaking, role conflict appears to be a
function of intrapersonal and interpersonal perceptions while
role ambiguity appears to be a function of job content, leader
behavior, and organizational structure.[30]

The Personnel Function

Appointment of individuals to personnel positions in
public education is a relatively new phenomenon. The rapid
growth in The American Association for School Personnel
Administrators (AASPA) membership from sixteen in 1940 to
1,650 in 1991 is indicative of the profession's growth within
education. Such rapid growth leads to a diversity of tasks
and responsibilities being placed on individuals in personnel
departments and results in a lack of clear guidelines.

Confusion as to role can almost certainly be expected.
Superintendents' and other school administrators' perceptions
of the personnel director's role may range from the basic
hiring, firing, and record keeping function described by
Drucker[31] to complete responsibility for the working lives of
all employees. In the absence of clear guidelines individual
perceptions can be as flexible as the varying needs of each
administrator.

The personnel function appeared in business and industry
before the need for personnel management was recognized in the
public sector. No definitive studies of the school personnel

director's role can be found in the literature. Professional
journals contain some articles pertaining to the role of
personnel directors in the private sector; however, no legiti-
mate research is recorded.

Herring reports the results of a survey of 700 top-level
human resources executives that elicited 309 completed, usable
responses.[32] Sixty percent of the respondents came from manu-
facturing, 24 percent from the service industry, 11 percent
financial, 7 percent retailing, and 5 percent wholesaling.
The survey's purpose was to obtain a relative ranking of
importance among twenty-four human resources issues. The
results revealed the highest priority ranking of human
resources issues to be: productivity improvement programs,
controlling costs of employee benefits, compensation planning
and administration, employee communications, upgrading manage-
ment training development programs, organizational development
programs, and management succession planning. Table 1 pro-
vides a complete listing of the 24 issues surveyed with their
average critical values, measured on a scale of 1 to 10.

Table 1. Relative ranking of critical issues identified by
         top-level human resources executives.

Ranking	Critical issue	Average critical value
1	Productivity improvement programs	7.74
2	Controlling costs of employee benefits	7.72

Table 1 -- Continued

Ranking	Critical issue	Average critical value
3	Compensation planning and administration	7.57
4	Employee communications	7.38
5	Upgrading management training development programs	7.16
6	Organizational development programs	7.13
7	Management succession planning	7.12
8	Improving employee morale	6.80
9	Human resources information systems	6.47
10	Quality improvement programs	6.22
11	Recruitment of mid-level and senior management talent	6.12
12	Union avoidance programs	5.85
13	Promotional opportunities for female and minority employees	5.76
14	Employee relocation costs	5.61
15	Recruitment of mid-level and senior technical and/or engineering personnel	5.42
16	Labor relations and contract negotiations	5.23
17	Improvements to employee benefits program	5.07
18	Compliance with OSHA/EEOC and other governmental regulations	5.01
19	Administering health and accident prevention programs	4.88
20	Reducing employee turnover	4.82
21	Employee willingness to relocate	4.81

Table 1 -- <u>Continued</u>

Ranking	Critical issue	Average critical value
22	Recruitment of entry-level management talent	4.76
23	Outplacement counseling	4.37
24	Union decertification programs	2.59

Participants were given an opportunity to list issues not covered in the survey, but which were judged by the participants as having top priority in carrying out the responsibilities of human resources executives. A number of respondents cited the following issues:

1. Development of more sophisticated assessment and selection techniques.

2. Improving work environments.

3. Alternatives to the traditional work schedule.

4. Development of office automation.

5. Pre-retirement counseling.

6. Retaining quality data processing personnel.[33]

The survey's participants reveal an identification with the concerns of Chief Executive Officers, financial managers, marketing and operations executives; and with linking human resources planning with companies' operational and business planning. The movement towards top management concerns requires today's human resources professional to gain a larger perspective and knowledge of overall business operations.

Odiorne writing in The Personnel Administrator and in Training details areas of concern for personnel managers.[34] The concerns include a move toward management by anticipation, relating people to organization, motivational effects of physical plant design and layout, more use of work teams, better strategies for managing managers, treating employees as assets, and decentralization. School personnel directors have the same concerns.

Cook describes the new type of corporation which is emerging in the United States as being one with "different organizational styles; flexible working hours and benefits; multiple compensation strategies, including two-tier pay plans and salaried plants; futuristic training and telecommunications programs; more reasonable personnel policies; a variety of working styles; and a new organizational culture that is more open and flexible in dealing with employees."[35] The shrinking labor pool is seen by Cook as being a major factor nudging corporations toward more unusual changes in the way organizations are run. Human resources managers are advised to be an integral part of the design and implementation of organizational changes. The human resources function is described as being "at the top of the pyramid, a place of prestige and importance, responsible for coming to grips with the technological, sociological, and ideological revolutions that have fundamentally and irrevocably altered the workplace."[36]

The movement from personnel management to human resources management has not overtly affected the school personnel function in Virginia. Personnel management and human resources management are terms which seem synonomous to some practitioners; however, an examination of the evolution of human resources management clearly shows major changes in the field.

Lengnik-Hall and Lengnik-Hall trace the evolution of human resources management in the United States starting with the early 1900s.[37] The period from 1900 to 1963 is identified as the file maintenance stage. During this stage the human resources department was called the personnel department. The department's major activities were screening applicants, providing orientation, and maintaining records. Meyer descibes the file maintenance period:

> The personnel department has been represented on many a corporate organization chart as an orphaned box—one that came from nowhere and didn't seem to fit anywhere. To many businessmen, including many chief executives, the people who worked in "personnel" appeared to be a bunch of drones whose apparent missions in life were to create paperwork, recruit secretaries who couldn't type, and send around memos whose impertinence was exceeded only by their irrelevance. As a result of this perception, personnel directors, whatever their individual competence, suffered the image of being good-old-Joe types—harmless chaps who spent their careers worshipping files, arranging company picnics, and generally accomplishing nothing whatsoever of any fundamental importance.[38]

The second stage of human resources management evolution began in 1964 with the passage of the Civil Rights Act of 1964. The personnel or human resources department now had to comply with equal opportunity and other complex legislation.

While many organizations saw compliance as the socially responsible choice, others merely wanted to avoid the publicity and legal costs associated with failure to comply. Lengnik-Hall and Lengnik-Hall identify this stage which lasted until roughly 1979 as the government accountability stage.[39] The chief personnel official was still typically called the personnel manager, personnel director, or personnel administrator. Major activities included designing and implementing affirmative action programs, and eliminating or modifying existing practices which violated new legislation. The effective personnel administrator had added legal skills to the organizing and clerical skills required in the file maintenance stage.

The current stage of human resources management development began in 1980. The increasing prominence of foreign competition in such major industries as automobile, electronics, and steel coupled with the decline of those same industries in the United States signaled a new environment of fierce competition along all dimensions: price, quality, and quantity. In business today, the emphasis on human resources is not only one of controlling costs; but, also of adding value and creating competitive advantage. This third stage is identified by Lengnik-Hall and Lengnik-Hall as the competitive advantage stage.[40] The top manager is now called the human resources manager. Major activities of the human resources department include designing and implementing productivity

improvement programs, assessing the costs and benefits of

human resources activities, and providing input regarding

strategy formulation. Human resources managers have now added

business skills, including accounting, finance, marketing and

strategy to the legal, organizational, and clerical skills of

previous stages.

Public school personnel management has been through the

first two stages of human resources management's evolution

which Lengnik-Hall and Lengnik-Hall describe. The competi-

tive advantage stage is being approached; but at a slower pace

and in a different manner than business and industry's

approach. As Owens informs us, applying human resources man-

agement to an industry setting with thousands of blue collar

workers and highly automated technology is different from

implementing human resources management in a professionally

staffed public school division.[41] The techniques for imple-

mentation must be different because the goals are different,

the technology is different, the people are different and the

organizational structure is different.

Wagel writing in __Personnel__ describes a survey of indus-

try practitioners and scholars to find out what they envision

for the future of human resources.[42] The survey concentrated

on the political, social, and economic forces shaping the

workplace of the future. Respondents to the survey believed

that more federal regulation would complicate the human

resources functions of the 1990s, and anticipated federal regu-

lation in employee benefits and the tax treatment of benefits. Elimination of the mandatory retirement age may have a profound impact on expectations of both younger and older employees. More power to unions and less autonomy to management was predicted in the survey. The respondents felt that the human resources director is given responsibility for managing the company's most costly and valuable asset, the employees. To accomplish human resources management in a cost effective manner, human resources management must be integrated more fully into the decision-making/planning process. Human resources will continue to become a line function with line executives having human resources responsibility and human resources department involvement in strategic planning and board activites will increase. The human resources function will be at the center of developing methods to keep employees adaptable to meet company needs and to control the cost associated with restructuring, restaffing, and business change.

Summary

All organizations operate within an open social system, and must interact continually with their environments. The literature strongly supports studying administration in the context of the social system in which andministration operates. This study of the role of the public school personnel director was conducted within the general context of the

social system in which the personnel director operates. Particular attention was provided to analyzing the nomothetic and idiographic dimensions of the personnel director's role within the organization's environment.

Although a great amount of information is available on role conflict and role ambiguity, empirical findings have been inconsistent or contradictory. This study will identify role conflict occurring as a result of intrapersonal and interpersonal perceptions. Role ambiguity which occurs as a result of job content and leader behavior will be identified in this study.

The role of the public school personnel director has not previously been examined; therefore, information about the role of personnel directors in industry and business was researched. Although the organizational goals, the technology utilized, and the type of employee are different in industry some similarities exist with education. Personnel management grew slower in education than in industry. The growth patterns; however, were similar as personnel management progressed from the file maintenance stage through the government accountability stage. The rate of progress changed as industry was compelled by economic and competitive forces to enter the competitive advantage stage and commence thinking of personnel management as human resources management. Education administration did not have the same concerns as business and industry. Even though some facets of human resources manage-

ment were copied in education, to a large degree personnel management was still in the government accountability stage.

Current economic woes, shortages of qualified professional employees, and the movement toward restructuring of public education are forcing reexamination of public school personnel directors' role. More employee oriented programs are appearing, incentives to attract specific populations are rampant, and professional associations are promoting professionalism in the field. This study will assist school boards, public school superintendents, and public school personnel directors to reorganize personnel departments, devise new job descriptions for personnel directors, and progress into human resources development.

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46

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Chapter 3

METHODS AND PROCEDURES

This study was designed to ascertain if superintendents
and personnel directors have different perceptions of the
personnel professional's role in public education. The study
examined areas in which personnel directors perceived dis-
sonance or congruence between the preferred role and the
actual role, and examined the superintendent's perception of
what the personnel director actually does as compared to the
superintendent's perception of what the personnel director
should be doing.

The methodology used in the study was that of the
survey researcher. Survey research is particularly suited to
determining the sociological facts, opinions and attitudes of
individuals.[1] The opinions and attitudes of superintendents
and personnel directors concerning the ideal and actual roles
of personnel directors were the primary focus of this study.

The Sample

The population for this research consists of indivi-
duals listed in the Commonwealth of Virginia School Directory
as chief personnel administrators of each of the state's
urban public school divisions and the superintendent of each
of those urban school divisions. An urban school division is

49

considered to be a public school division which serves a
population of 50,000 or more persons. The Virginia public
school system is comprised of 134 school divisions.[2] Popu-
lation estimates contained in the Virginia Statistical
Abstract revealed that twenty-nine of those divisions serve
populations of 50,000 or greater.[3] Twenty-nine divisions were
not an unreasonable number to survey; therefore, the entire
population of urban school divisions was surveyed.

The twenty nine divisions surveyed serve pupulations
ranging from 50,500 to 737,300. Fifteen serve populations
under 100,000, eight serve populations ranging from 100,000 to
200,000, four serve populations ranging from 200,000 to
300,000, one serves a population between 300,000 and 400,000,
and one serves a population in excess of 700,000. The average
population was 139,231. The median population was 77,000. A
listing of the divisions surveyed and the populations they
serve is shown in appendix A.

Nine of the divisions reported only one personnel
administrator. The average number of personnel administrators
was 4.68 and the median was 2.5. There were fourteen assis-
tant superintendents, thirty-one directors of personnel, nine
assistant directors of personnel, twenty personnel coordina-
tors, ten personnel supervisors, fifty-one personnel
specialists and one assistant personnel coordinator. Ten of
the assistant superintendents had at least one personnel
director. A listing of the divisions and the number of

administrators of each type in each division is provided in appendix B.

Instrument

A Role Analysis Questionnaire was developed from data extracted from the Oregon Association of School Personnel Administrators' Guide to Job Responsibilities of the School Personnel Administrator; Cook's New Directions in Human Resources: A Handbook; and Rowland's Current Issues in Personnel Management.[4]

The Oregon Association of School Personnel Administrators' Guide to Job Responsibilities of the School Personnel Administrator was prepared by the Oregon association at the request of the American Association of School Personnel Administrators (AASPA) in 1977.[5] The associations' goal was to provide a general job responsibility guide for school personnel administrators. The guide lists sixty-two responsibilities generally relegated to the person or persons responsible for the personnel administration of a school division. The nine tasks pertaining to labor relations administration were not considered in this study as labor relations are not relevant to personnel administration in Virginia's school divisions. Each of the other fifty-three responsibilities were considered for inclusion in the questionnaire.

Cook's New Directions in Human Resources: A Handbook

provided a valuable insight into new directions in human

resources management.[6] Those new directions such as organi-

zational development and training/retraining of workers

helped determine the general direction of the questionnaire.

A conscious effort was made to include new trends from both

the private and public sectors.

Rowland's <u>Current Issues in Personnel Management</u> is a

compilation of articles, about personnel management issues,

written during the 1970s.[7] The articles provided an indica-

tion of how personnel administrators of the 1970s viewed the

profession and how they predicted the profession would or

should change in the 1980s. The generalized information was

valuable in choosing functions to include in the role analy-

sis questionnaire.

The functions to be included on the questionnaire were

determined by a thorough review of the responsibilities of

personnel administrators, as gleaned from <u>A Guide to Job</u>

<u>Responsibilities of the School Personnel Administrator</u> <u>New</u>

<u>Directions in Human Resources: A Handbook</u>, and <u>Current Issues</u>

<u>in Personnel Management</u>.[8] The review was accomplished by this

researcher and Dr. William Cunningham of Old Dominion Univer-

sity. An extensive list of responsibilities was narrowed to

forty-one functions in groupings of four major categories:

(1) recruitment, consisting of recruitment, selection, and

induction. (2) security, consisting of security, continuity,

and information. (3) development, consisting of appraisal,

development, and compensation. (4) administrative, consisting of communicating, controlling, and scheduling.

The forty-one functions were to be measured using summated ratings. Each function was to be given a rating of one through five, in each of two dimensions, by each subject. The dimensions were: what the personnel director does and what the personnel director should do. Likert's summated rating method was chosen as the purpose of the study is to measure attitude. The Likert scale measures strength of agreement with each item. The strength of an individual's agreement will differ on a given item; but, the collective attitudes will be normally distributed in each population surveyed. An assumption of this study is that strength of agreement is directly proportional to the subjects attitude.[9]

The instruments were mailed to subjects of the pilot study. A one page cover letter on executive size 7 1/4" X 10 1/2" Old Dominion University letterhead stationery promised confidentiality, explained the social value of the study, provided the reason the respondent was important, and described who should complete the questionnaire. The letters were individually prepared using a letter quality laser printer. A copy of the letter is provided in Appendix C.

The questionnaire was typed on 8 1/2" X 11" paper. The typed copy was then photo-reduced and printed on 6 1/4" X 8 1/4" white bond paper. The smaller stock was used to present a less imposing image, and to facilitate packaging and return

mailing. A copy of the questionnaire is provided in appendix
D.

The mailout packet consisted of a cover letter, ques-
tionnaire, and business reply envelope placed into a 7 3/8" X
3 3/4" envelope. The recipients name and address were indivi-
dually typed on each envelope and first-class postage was
affixed.

Each personnel director and superintendent was asked to
rate each job function on a five point summated rating mea-
surement scale. The functions were rated in two dimensions:
preferred role behavior and observed role behavior. Comments
were solicited from the subjects as experts in the field of
educational personnel, as to the ambiguity of questions,
adequacy of stem responses, and propriety of questions.
Respondents were also requested to comment on other points
which could help determine the validity of the instrument.

Validity

Galfo succinctly observes that "Measuring instruments
must have sufficient reliability (consistency of measurement)
and validity (a close direct relationship to the variable to
be measured) so that there is a high probability of getting at
the truth regarding the purpose, questions, and hypotheses
that guide the research."[10] A pilot study to determine reli-
ability and validity of the instrument was conducted in the
State of Georgia. Georgia was chosen because collective bar-

gaining by public employees is prohibited in both Georgia and Virginia. The prohibition against collective bargaining enhances the similarity of the personnel director's role in each state. Twenty-four school districts in Georgia serve populations of 50,000 or more as listed in the County and City Data Book.[11] This study defines a school district serving a population of 50,000 or more as an urban school division. The superintendent and personnel director of each urban school division in Georgia was mailed a role analysis questionnaire. Comments were solicited from the Georgia superintendents and personnel directors as experts in the field of educational personnel as to the ambiguity of questions, propriety of questions, and adequacy of stem responses; as well as other points which could improve the instrument.

Questionnaires were mailed to twenty-four superintendents. Twenty responses were received for a return rate of 80 percent. Five of the returns obviously were completed by persons other than the superintendent and were eliminated. In order to prevent superintendents in Virginia from having questionnaires completed by personnel officials, questionnaires mailed to superintendents in Virginia had a separate comment attached asking that completion of the questionnaire not be delegated to their personnel director. One response was eliminated as the superintendent completed only one dimension of the questionnaire.

Twenty-four surveys were mailed to Personnel Directors.

Twenty-two responded for a return rate of 91.67 percent. One response was eliminated as the respondent completed the survey incorrectly.

Comments made by the pilot group were reviewed carefully for ways in which the questionnaire could be improved. Several comments reflected ambiguity about placement of functions in the personnel department, noting that functions such as staff development were sometimes the responsibility of a department other than personnel. Comments concerning placement of functions reinforced the premise of this study that role ambiguity exists for public school personnel directors.

One respondent stated that the survey was well organized and to the point, another stated that the questionnaire was often ambiguous and poorly worded. The wording and construction of the questionnaire were reviewed, however only minimal changes were made. Column headings of the questionnaire were changed from: Personnel Director Does and Personnel Director Should Do; to Personnel Director is Responsible For and Personnel Director Should Be Responsible For. That amendment resulted from a personnel director's comment that some functions were in her department; however, she was not the person who actually accomplished them.

After a thorough review of all comments, the questionnaire, as amended, was considered valid to measure the respondents perception of the role of public school personnel

officials.

Reliability

According to Kerlinger, "Reliability can be defined as the relative absence of errors of measurement in a measuring instrument."[12] Reliability coefficients were computed for each major category using the Kuder-Richardson method. The Kuder-Richardson method was chosen over the split-half method as Kuder-Richardson measures the internal consistency of all items rather than the degree of correspondence between split halves.[13] Reliability coefficients are presented in table 2.

The incongruence between superintendents' and personnel directors' reliability coefficients within the recruitment and administration categories indicated a need for further analysis. The reliability coefficients are a measure of the respondents' attitude; however, the incongruences indicated the possibility of inappropriate items which evoked a pattern of agreement inconsistent with the majority of the items. In order to identify the inappropriate items, a product-moment correlation between item score and total score for each response in each group was computed for each question in each category. Items having no response greater than .60 were considered possible offenders and were to be eliminated. The item-to-whole analysis is presented in table 3.

Each item having no response greater than .600 was eliminated from the questionnaire due to insufficient inter-

nal consistency. Six of the eliminated items were from the recruitment category, three from the security category, and one from the development category.

Table 2.—Reliability coefficients of pilot study
===

	Superintendents	Personnel Directors
Recruitment:		
Personnel Directors:		
Should Do	.261	.701
Do	.600	.748
Security:		
Personnel Directors:		
Should Do	.826	.766
Do	.683	.691
Development		
Personnel Directors:		
Should Do	.710	.891
Do	.602	.809
Administrative		
Personnel Directors:		
Should Do	.217	.932
Do	.097	.917

Table 3.—Item-to-whole analysis of pilot study
==

Item	Superintendents perceive personnel directors do	Superintendents perceive personnel directors should do	Personnel directors perceive personnel directors do	Personnel directors perceive personnel directors should do
Recruitment				
1	.629	-.148	.492	.310

Table 3 -- _Continued_

Item	Superintendents perceive personnel directors do	Superintendents perceive personnel directors should do	Personnel directors perceive personnel directors do	Personnel directors perceive personnel directors should do
2	.581	.447	.380	.352
3	.692	.497	.414	.504
4	.485	.020	.531	.628
5	.272	.662	.237	.354
6	.288	.186	.489	.243
7	.498	.331	.500	.179
8	.461	.394	.695	.417
9	.615	.000	.386	.179
10	.157	.458	.571	.583
11	-.041	.205	.262	.499
12	.390	.061	.549	.665
13	.505	.183	.622	.511
14	-.032	.320	.453	.369
15	.286	.523	.448	.677

Security

1	.269	.419	.159	.477
2	.388	.589	.504	.593
3	.567	.568	.373	.363
4	.282	.426	.640	.590
5	.763	.799	.651	.719
6	.709	.923	.633	.653

Table 3 -- Continued

Item	Superintendents perceive personnel directors do	Superintendents perceive personnel directors should do	Personnel directors perceive personnel directors do	Personnel directors perceive personnel directors should do
7	.579	.654	.702	.801
8	.678	.888	.467	.575
9	.698	.849	.811	.661

Development

1	.492	.580	.663	.878
2	.488	.414	.543	.787
3	.486	.535	.672	.627
4	.341	.389	.828	.825
5	.457	.636	.804	.781
6	.483	.578	.461	.614
7	.587	.394	.089	.419
8	.572	.688	.806	.869
9	.526	.736	.727	.800

Administrative

1	.302	.000	.895	.888
2	.401	.756	.717	.749
3	.255	.435	.882	.922
4	.412	.510	.790	.847
5	.083	.280	.896	.899
6	.688	.541	.794	.836
7	.743	.435	.710	.739

Table 3 -- Continued

Item	Superintendents perceive personnel directors do	Superintendents perceive personnel directors should do	Personnel directors perceive personnel directors do	Personnel directors perceive personnel directors should do
8	.010	-.035	.766	.824

Method of Data Collection

A mail questionnaire was selected as the most effective tool to gather the data for this study. Many researchers consider mail questionnaires as having serious drawbacks such as lack of response.[14] However, evidence exists that "its capabilities greatly exceed those that tradition has ascribed to it."[15] Rossi advocates the Total Design Method (TDM) as a method to improve response rate.[16] This study uses many of the suggestions presented in the Total Design Method.

The revised instruments were mailed to each subject on April 9, 1991. A one-page cover letter on executive size (7 1/4" X 10 1/2") Old Dominion University letterhead stationery promised confidentiality, explained the social value of the study, described why the respondent was important, and told who should complete the questionnaire. The letters were individually prepared using a letter quality daisy wheel printer.

The questionnaire was typed on 8 1/2" X 11" paper which was then photo-reduced and printed on 6 1/4" X 8 1/4" white

bond paper. The smaller stock was used to present a less imposing image and to facilitate packaging and return mailing. Copies of the letter and questionnaire are included in appendices E and F, respectively.

The mailout packet consisted of a cover letter, questionnaire, and business reply envelope placed into a 7 3/8" X 3 3/4" envelope. The recipients name and address were individually typed on each envelope and first-class postage was affixed.

Each personnel director and superintendent was asked to rate each job function on a five point summated rating measurement scale. The functions were rated in two dimensions: preferred role behavior and observed role behavior.

On April 25, 1991, each non-respondent was called and the individual was asked to complete and return the questionnaire as soon as possible. Five of the subjects called requested replacement questionnaires. The five questionnaires were mailed April 25, 1991. On May 3, 1991, a short presentation at the Virginia Association of School Personnel Administrators (VASPA) conference requested help in obtaining responses from seventeen subjects in twelve school divisions. Four replacement questionnaires were given to division representatives at that meeting. Replacement questionnaires and a new cover letter were mailed to twelve subjects May 13, 1991. Fifty of the fifty-eight subjects responded for a return rate of 86.2 percent. Twenty-five returns from superintendents

and twenty-five from personnel directors resulted in a return
rate of 86.2 percent for each of those groups.

Research Methodology

Survey research methodology includes "(1) defining
objectives, (2) selecting a sample, (3) writing items, (4)
constructing the questionnaire, (5) pretesting, (6) preparing
a letter of transmittal, and (7) sending out your question-
naire and follow-ups."[17] The questionnaire was administered
to the entire population of superintendents and personnel
directors in Virginia's public school divisions serving popu-
lations of 50,000 or greater.

Null Hypotheses

In this study the following null hypotheses were tested:

1. There is no significant difference between the
internalized role conception and the actual role experience of
personnel directors of urban school divisions in Virginia as
perceived by personnel directors and measured by the role
analysis questionnaire.

2. There is no significant difference between the per-
ception of superintendents and personnel directors of the
actual role experience of public school personnel directors of
urban school divisions in Virginia as measured by the role
analysis questionnaire.

3. There is no significant difference between the
ideal role of the personnel directors and the actual role of

personnel directors of urban school divisions in Virginia as perceived by superintendents and measured by the role analysis questionnaire.

Statistical Analysis

The scale of scores obtained on the questionnaire is ordinal since the values can be arranged in a meaningful order from lowest "1" to highest "5." Each major category was analyzed as follows:

HO_1: Average responses by personnel directors of the personnel director's real responsibilities were compared with average responses of the personnel director's ideal responsibilities by the same personnel directors to determine if a significant difference existed. The significance of the difference between real and ideal was measured by analysis of variance with significance level of .05. Each of the four major categories of the questionnaire was considered a separate subscale.

HO_2: Average responses by personnel directors of the personnel director's real responsibilities were compared with average responses by superintendents of the personnel director's real responsibilities to determine if a significant difference existed. The significance of the difference between personnel directors and superintendents was measured by analysis of variance with significance level of .05. Each

of the four major categories of the questionnaire was
considered a separate subscale.

Ho$_3$: Average responses by superintendents of the person-
nel director's real responsibilities were compared with
average responses of the personnel director's ideal respon-
sibilities by the same superintendents to determine if a
significant difference existed. The significance of the
difference between real and ideal was measured by analysis of
variance with significance level of .05. Each of the four
major categories of the questionnaire was considered a
separate subscale.

Summary

The purpose of this study was to determine if differ-
ences exist in the perceptions of superintendents and person-
nel directors of the role of personnel directors in Virginia's
urban public schools. The study also examined differences
between the ideal role of the personnel director and the real
role as perceived by superintendents and personnel directors.
Hypotheses were drawn from the literature and data to test
the hypotheses were collected through use of the role analy-
sis questionnaire.

The subjects for this study included superintendents and
chief personnel officials of the twenty-nine urban school
divisions in Virginia. The subjects were asked to complete
the role analysis questionnaire and the data was analyzed
using analysis of variance.

ENDNOTES

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Analysis: An Integrated Approach</u> (New York: University Press
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66

[14]Kerlinger, Foundations of Behavioral Research, 414.

[15]Peter H. Rossi, James D. Wright, and Andy B. Anderson, Handbook of Survey Research (Orlando: Academic Press, Inc., 1983), 360.

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[17]Walter R. Borg and Meredith D. Gall, Educational Research: An Introduction, 4th ed., (New York: Longman, 1983), 415.

CHAPTER 4

RESULTS AND DISCUSSIONS

The purpose of the present investigation was to examine
the differing perceptions of the role of public school person-
nel directors in urban school divisions, as that role is
perceived by personnel directors and by a primary referent
group, public school superintendents. In order to accomplish
the goal, a role analysis questionnaire was developed using
data extracted from the Oregon Association of School Personnel
Administrators' Guide to Job Responsibilities of the School
Personnel Administrator; Cook's New Directions in Human
Resources: A Handbook; and Rowland's Current Issues in Per-
sonnel Management.[1] The initial questionnaire was tested for
validity and reliability through a pilot study conducted in
the state of Georgia. Ten of the original forty-one items on
the questionnaire were determined to have insufficient inter-
nal consistency for inclusion in the revised questionnaire.

The revised questionnaire was mailed to the superinten-
dent and personnel director of each of the twenty-nine urban
school divisions in Virginia. Fifty of those fifty-eight
questionnaires were returned resulting in a return rate of
86.2 percent. Twenty-five returns from superintendents and
twenty-five from personnel directors resulted in a return rate
of 86.2 percent for each of those groups. Three returns were

68

eliminated from each group due to incomplete responses. The survey yielded forty-four usable returns which represented a usable return rate of 75.9 percent.

Parameters to be measured by the questionnaire were: the perception by personnel directors of personnel directors' ideal role versus actual role, the perception of the actual role of personnel directors as perceived by personnel directors and superintendents, and superintendents' perception of the ideal versus actual role of personnel directors. Each of the three parameters was divided into four major categories: (1) recruitment, consisting of recruitment, selection, and induction of employees; (2) security, consisting of security, continuity, and information; (3) development, consisting of appraisal, development, and compensation; and (4) administrative, consisting of communicating, controlling, and scheduling. Average responses of each group are tabulated in Appendix G. Each of the parameters was measured utilizing analysis of variance (ANOVA). Scheffé post-hoc tests were employed to make mean comparisons in the event significant F-ratios were achieved.

Results

Each of the parameters is examined separately. The results of category analyses within each parameter are reported in tables followed by a brief explanation of the tables' findings.

Ideal versus Actual Role of Personnel Directors
as Perceived by Personnel Directors

The analysis was performed to determine if public

school personnel directors in urban school divisions perceive

personnel directors' actual responsibilites to be different

from the responsibilities personnel directors perceive as

appropriate. In order to measure these perceptions average

responses to the role analysis questionnaire by personnel

directors, of actual responsibilities, were compared with

average responses of ideal responsibilities by the same per-

sonnel directors. Differences were measured using analysis

of variance (ANOVA) techniques with significance level of

.05, to determine significance. Each of the four major

categories of the questionnaire was considered a separate

subscale. Means and mean standard deviations are presented

in table 4.

Table 4 records responses of public school personnel

directors indicating personnel directors' perception that the

actual responsibilities in each category are less than ideal.

Table 5 presents analysis of variance data comparing the

internalized role conception of personnel directors to the

actual role experience of the same personnel directors.

Rejection of the null hypothesis indicates a signifi-

cant difference exists between internalized role conception

and actual role experience of personnel directors. In an

effort to determine which category or categories caused the

difference a Scheffé post-hoc comparison was accomplished.
Table 6 presents the analysis of variance data for each of
the categories examined.

Table 4.--Number of subjects, means and standard deviations
for the pairing of internalized role conception and actual
role experience of personnel directors by category
===

	Subjects	Mean are/should be	Standard Deviation are/should be
Recruitment	22	3.424/3.793	.584/.454
Security	22	3.546/4.030	.154/.134
Development	22	3.483/3.960	.364/.344
Administrative	22	3.943/4.514	.381/.241
Combined	22	3.599/4.074	.089/.117

Table 5.--Analysis of variance for the pairing of internalized
role conception and actual role experience of personnel
directors
===

Source of Variation	Sum of squared deviations	Degrees of freedom	Variance Estimate	F Ratio
Between groups	.452	1	.452	59.873
Within groups	.453	60	.008	
Totals	.905	61		

F equals 59.873. P equals 4.000 at significance level of .05,
therefore the null hypothesis is rejected.

The F ratios presented in table 6 represent the means of

each category. The ratios are compared to Scheffé's P value

in table 7 to determine which category or categories caused

the significant F ratio achieved in table 5.

Table 6.—Analysis of variance for the pairing of internalized
role conception and actual role experience of personnel
directors, by category

Source of Variation	Sum of squared deviations	Degrees of freedom	Variance Estimate	F Ratio
Recruitment responsibilities:				
Between groups	.611	1	.611	.850
Within groups	11.512	16	.720	
Totals	12.123	17		
Security responsibities:				
Between groups	.705	1	.705	8.056
Within groups	.875	10	.088	
Totals	1.580	11		
Development responsibilities:				
Between groups	.911	1	.911	2.422
Within groups	5.267	14	.376	
Totals	6.178	15		
Administrative responsibilities:				
Between groups	1.305	1	1.305	4.291
Within groups	4.258	14	.304	
Totals	5.563	15		

Significant differences were achieved in all categories.

The security category had a much greater difference than the

administrative, development, or recruitment.

The greatest differences in the recruitment category

involved permitting employees to work at home, using odd-hour

scheduling, using assessment center data in selecting candi-

dates for administrative positions, and using ad-hoc

committees to find new ideas for recruiting.

Table 7.--Scheffé comparison of the difference between internalized role conception and actual role experience of personnel directors

Contrast	F	p
Recruitment	.850	.332
Security	8.056	.332
Development	2.422	.332
Administrative	4.291	.332

In the security category, the greatest differences involved helping administrators understand their environment, the division culture, and the division's management style; reviewing and addressing training needs; and providing tools to assist administrators in identifying their specific training needs.

The development category's greatest differences involved analyzing positions for flexible working hours, providing staff development for administrators, determining job classifications, and compensations by analyzing comparable positions in business or industry, and analyzing jobs to determine potential for enrichment.

In the administrative category, the greatest differences involved implementing a quality of life program; developing a development function to help with teamwork, conflict,

communication, and power equalization; maintaining a personnel

management library; and implementing employee assistance

and/or wellness programs.

Actual Role of Personnel Directors as Perceived by Personnel Directors versus Actual Role of Personnel Directors as Perceived by Superintendents

This analysis was performed to determine if a

significant difference exists betweeen the perceptions of

superintendents and personnel directors, of urban public

school divisions, regarding the actual role of the public

school personnel director. In order to measure these percep-

tions, average responses, to the role analysis questionnaire,

by superintendents and personnel directors were analyzed to

determine if a significant difference exists. The signifi-

cance of the difference between the responses was measured by

analysis of variance (ANOVA) with significance level of .05.

Each of the four major categories of the questionnaire were

considered a separate subscale of the questionnaire. Means

and mean standard deviations are presented in table 8.

Table 8 records responses of public school personnel

directors and superintendents indicating personnel directors

perception that personnel directors' actual responsibilities

are greater than superintendents perception of what personnel

directors actual responsibilities are. Table 9 presents

analysis of variance data comparing superintendents' percep-

tion of the actual role of the personnel director to personnel

directors' perception of their actual role.

Table 8.--Number of subjects, means and standard deviations for the pairing of perception of superintendents and personnel directors of the actual role responsibilities of personnel directors

	Subjects	Mean Personnel/Superin-director tendent		Standard Deviation Personnel/Superin-director tendent	
Recruitment	22	3.424/3.228		.584/.619	
Security	22	3.546/3.250		.154/.108	
Development	22	3.483/3.165		.364/.395	
Administrative	22	3.943/3.892		.381/.421	
Combined	22	3.599/3.384		.089/.129	

Table 9.--Analysis of variance for the pairing of the perception of superintendents and personnel directors of the actual role of personnel directors

Source of Variation	Sum of squared deviations	Degrees of freedom	Variance Estimate	F Ratio
Between groups	.093	1	.093	10.817
Within groups	.514	60	.009	
Totals	.607	61		

F equals 10.817. P equals 4.000 at significance level of .05, therefore the null hypothesis is rejected.

Rejection of the null hypothesis indicates a significant difference exists between the perceptions of superintendents and personnel directors of the actual role experience of

personnel directors. In an effort to determine which category or categories caused the difference a Scheffé post-hoc comparison was accomplished. Table 10 presents analysis of variance data for each of the categories examined.

The F ratios presented in table 10 represent the means of each category. The ratios are compared to Scheffé's P value in table 11 to determine which category or categories caused the significant F ratio in table 9.

Significant differences were achieved in the security and development categories. Differences in recruitment and administrative categories failed to achieve a significant F ratio. The security category had a much more significant difference than development.

In the security category, the greatest differences involved providing administrators with a conceptual framework and perspective on the need for training, providing tools to assist administrators in identifying their specific training needs, and reviewing and addressing specific training problem areas and taking advantage of training opportunities.

In the development category, the greatest differences involved providing staff development activities for administrators and supervisors, analyzing jobs for enrichment potential, analyzing positions for flexible hours, and providing monitoring and consultant services to management during employee disciplinary procedures.

Table 10.--Analysis of variance for the pairing of the perception of superintendents and personnel directors of the actual role of personnel directors, by category

Source of Variation	Sum of squared deviations	Degrees of freedom	Variance Estimate	F Ratio
Recruitment responsibilities:				
Between groups	.173	1	.173	.182
Within groups	15.234	16	.952	
Totals	15.407	17		
Security responsibities:				
Between groups	.262	1	.262	3.544
Within groups	.739	10	.074	
Totals	1.001	11		
Development responsibilities:				
Between groups	.405	1	.405	.935
Within groups	6.055	14	.433	
Totals	6.460	15		
Administrative responsibilities:				
Between groups	.011	1	.011	.022
Within groups	6.759	14	.483	
Totals	6.770	15		

Table 11.--Scheffé comparison of the difference between perception of superintendents and personnel directors of the actual role of personnel directors

Contrast	F	p
Recruitment	.182	.376
Security	3.544	.376
Development	.935	.376
Administrative	.022	.376

Ideal versus Actual Role of Personnel Directors
as perceived by Superintendents

This analysis was performed to determine if superinten-

dents of urban public school divisions perceive the ideal
role of public school personnel directors to be different
from superintendents' perception of the actual role of per-
sonnel directors. In order to measure these perceptions,
average responses to the role analysis questionnaire by
superintendents of personnel directors' ideal responsibili-
ties were compared to average responses by the same
superintendents of personnel directors' actual responsibili-
ties. The significance of the difference between actual and
ideal role perceptions was measured by analysis of variance
with significance level of .05. Each of the four major
categories of the questionnaire was considered a separate
subscale of the questionnaire.

Table 12 records responses of public school superinten-
dents indicating their perception that the actual
responsibilities of public school personnel directors are less
than the superintendents perceive personnel directors actual
responsibilities should be. Table 13 presents analysis of
variance data comparing the superintendents' perception of
personnel directors' ideal role compared to the same superin-
tendents perception of personnel directors' actual role.

Rejection of the null hypothesis indicates a significant
difference exists between ideal and actual role experience of
personnel directors as perceived by the superintendent. In an
effort to determine which category or categories caused the

difference a Scheffe post-hoc comparison was accomplished.

Table 14 presents analysis of variance data for each of the categories examined.

Table 12.--Number of subjects, means and standard deviations for the pairing of differences between ideal role and actual role of personnel directors as perceived by superintendents

	Subjects	Mean are/should be	Standard Deviation are/should be
Recruitment	22	3.328/3.743	.587/.458
Security	22	3.250/3.890	.108/.082
Development	22	3.165/4.000	.395/.334
Administrative	22	3.892/4.449	.421/.257
Combined	22	3.409/4.021	.124/.115

Table 13.--Analysis of variance for the pairing of differences between the ideal and actual role experience of personnel directors as perceived by superintendents

Source of Variation	Sum of squared deviations	Degrees of freedom	Variance Estimate	F Ratio
Between groups	.748	1	.748	74.476
Within groups	.603	60	.010	
Totals	1.351	61		

F equals 74.476. P equals 4.000 at significance level of .05, therefore the null hypothesis is rejected.

Table 14.--Analysis of variance for the pairing of differences
between the ideal and actual role experience of personnel
directors as perceived by superintendents, by category

Source of Variation	Sum of squared deviations	Degrees of freedom	Variance Estimate	F Ratio
Recruitment responsibilities:				
Between groups	.772	1	.772	1.061
Within groups	11.643	16	.728	
Totals	12.415	17		
Security responsibities:				
Between groups	1.230	1	1.230	32.028
Within groups	.384	10	.038	
Totals	1.614	11		
Development responsibilities:				
Between groups	2.791	1	2.791	6.962
Within groups	5.612	14	.401	
Totals	8.403	15		
Administrative responsibilities:				
Between groups	1.241	1	1.241	3.4056
Within groups	5.102	14	.364	
Totals	6.343	15		

The F ratios presented in table 14 represent the means

of each category. The ratios are compared to Scheffé's P

value in table 15 to determine which category or categories

caused the significant F ratio achieved in table 13.

Significant differences were achieved in all categories.

The security category had the greatest significance, followed

by development, administrative, and recruitment, respectively.

The greatest differences in the recruitment category

were utilizing ad-hoc committees to find ideas for recruiting,

permitting employees to work at home, using odd-hour sched-

uling, and allowing additional use of part-time employees.

Table 15.—Scheffé comparison of the difference between internalized role conception and actual role experience of personnel directors as perceived by the superintendent

Contrast	F	p
Recruitment	1.061	.344
Security	32.028	.344
Development	6.962	.344
Administrative	3.406	.344

In the security category, the greatest differences involved reviewing and addressing training problems; helping administrators understand their environment, the division culture, and the division's management style; and providing administrators with a framework and perspective on their specific training needs.

The development category's greatest differences involved analyzing positions for flexible hours, providing staff development for administrators and supervisors, analyzing jobs for enrichment potential, and analyzing employees' level of motivation and need for growth.

In the administrative category, the greatest differences involved participating as part of the management team, consulting with other departments on personnel matters, perparing and administering the personnel department budget, and maintaining a personnel management library.

Discussion

The purpose of the present investigation was to examine the differing perceptions of the role of public school personnel directors in urban school divisions, as that role is perceived by those personnel directors and by a primary referent group, public school superintendents. The examination was conducted utilizing a role analysis questionnaire, developed for this purpose, and pre-tested for validity and reliability.

The parameters examined were the perception by personnel directors of personnel directors' ideal role versus actual role, the perception of the actual role of personnel directors as perceived by personnel directors and superintendents, and superintendents' perception of the ideal versus actual role of personnel directors. Each of the three parameters was divided into four major categories: (1) recruitment, consisting of recruitment, selection, and induction of employees; (2) security, consisting of security, continuity, and information; (3) development, consisting of appraisal, development, and compensation and (4) administrative, consisting of communicating, controlling, and scheduling. Each of the parameters was measured utilizing analysis of variance (ANOVA) techniques. Scheffé post-hoc tests were employed to make mean comparisons in the event significant F-ratios were achieved.

Analysis of the first parameter, a comparison of personnel directors' perceptions of personnel directors' ideal

role to personnel directors' actual role, revealed signifi-
cant differences in the security, development, and
administrative categories. The difference in the security
category was substantially more significant than the differ-
ences in development and administrative.

The second parameter, a comparison of the difference
between perception of superintendents and personnel directors
of the actual role of personnel directors, revealed signifi-
cant differences in the security and development categories.
The differences in the security category were substantially
more significant than the differences in development.

The third parameter, a comparison of the differences
between the ideal and actual role of personnel directors as
perceived by superintendents, revealed significant differences
in all categories. The difference in the security category
was substantially greater than the differences in the other
categories.

ENDNOTES

[1]Oregon Association of School Personnel Administrators.
A Guide to Job Responsibilities of the School Personnel
Administrator (Seven Hills, Ohio: American Association of
School Personnel Administrators, 1977); Mary F. Cook, New
Directions in Human Resources: A Handbook. (Englewood Cliffs,
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84

CHAPTER 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

Public school personnel directors play a vital role in public education; yet, the potential contribution from effective management of human resources has not been fully realized. Although the personnel profession has grown rapidly since 1940, the personnel department has received little recognition as a vital and important facet of public school administration. Despite Likert's observation that "managing the human component is the central and most important task, because all else depends on how well it is done,"[1] current literature provides no studies of the public school personnel director's role. This study will provide data necessary to understanding the role of public school personnel directors as personnel directors and a referent group, superintendents, perceive the role. The study will also provide data useful to researchers interested in further examination of the personnel function in public school divisions.

Descriptions of the personel management role range from Drucker's basic hiring, firing, and record keeping function[2] to Lengnick-Hall and Lengnick-Hall's observation that the "major activities of the human resources management function include assessing the costs and benefits of human resources

85

activities, designing and implementing productivity improve-
ment programs, and providing input regarding strategy
formulation."[3] A lack of consistency exists in functions
assigned to public school personnel departments. A survey
conducted in 1991 by the Virginia Association of School
Personnel Administrators (VASPA) found that VASPA members were
responsible for a scant 20 percent of the sixty-five functions
surveyed, versus the national average of 55 percent.[4]

The intent of this study was to identify disparities
between perceptions of the public school personnel director's
role by both personnel directors and superintendents. The
parameters examined were: the perception by personnel direc-
tors of personnel directors' ideal role versus actual role,
the perception of the actual role of personnel directors as
perceived by personnel directors and superintendents, and
superintendents' perceptions of the ideal versus actual role
of personnel directors. Each of the three parameters was
divided into four major categories: (1) recruitment, consis-
ting of recruitment, selection, and induction of employees;
(2) security, consisting of security, continuity, and informa-
tion; (3) development, consisting of appraisal, development,
and compensation; and (4) administrative, consisting of
communicating, controlling, and scheduling.

Survey research methodology was used to obtain percep-
tions of each group. A role analysis questionnaire was
developed listing forty-one responsibilities of personnel

directors gleaned from the Oregon Association of School Per-
sonnel Administrators' <u>Guide to Job Responsibilities of the
School Personnel Administrator</u> and Cook's <u>New Directions in
Human Resources: A Handbook.</u>[5] The initial questionnaire was
tested for validity and reliability through a pilot study
conducted in Georgia. Validity was determined by comments
solicited from experts in the field, consisting of twenty-one
personnel directors and fifteen superintendents responding to
the pilot survey. Reliability was determined using the
Kuder-Richardson method, followed by an item-to-whole analy-
sis. Ten of the original forty-one items on the questionnaire
were determined to have insufficient internal consistency for
inclusion in the revised questionnaire.

The revised questionnaire was mailed to superintendents
and personnel directors of each of the twenty-nine urban
school divisions in Virginia. Twenty-two usable returns were
received from each group representing a usable return rate of
75.9 percent. Each of the three null hypotheses was measured
utilizing analysis of variance (ANOVA) techniques. Scheffé
post-hoc tests were employed to make mean comparisons when
significant F ratios were achieved.

Analysis of the first parameter, a comparison of person-
nel directors' perception of their ideal role to their actual
role, revealed significant differences in all categories. In
each of those categories, personnel directors perceived that
the ideal role held greater responsibilities than the actual

role. The significance was greatest in the security category
followed by administrative, development, and recruitment,
respectively.

The second parameter, a comparison of the difference
between perceptions of personnel directors' actual role by
superintendents and personnel directors, revealed significant
differences in the security and development categories. In
each of those categories, the personnel directors perceived
greater responsibility for personnel directors than superin-
tendents perceived for personnel directors. The differences
in the security category were substantially more significant
than the differences in development. The differences in
recruitment and administrative categories did not achieve
significant F ratios.

The third parameter, a comparison of the difference
between the ideal and actual role of personnel directors as
perceived by superintendents, revealed significant differences
in all categories. The differences in the security category
were substantially more significant followed by development,
administrative, and recruitment, respectively.

Discussion

Each hypothesis achieved significant differences and is
discussed separately. Differences exist in perceptions by
both personnel directors and superintendents of the personnel
director's ideal versus actual role. Perceptions of personnel

directors and superintendents of the personnel director's actual role also achieved significant differences. Within each hypothesis, categories causing significant differences are discussed. Role conflict and role ambiguity resulting from the differences are identified.

Relative importance of responsibilities is also discussed. The ranking of importance is based on the strength of each group's response regarding ideal responsibilities of personnel directors. Only those responsibilities in the top half of categories which have significant differences are discussed. Responsibilities of personnel directors which, based on stregth of response, superintendents consider the two most important are compared to personnel directors' perception of importance.

Ideal versus Actual Role of Personnel Directors as Perceived by Personnel Directors

Examination of the difference between internalized (ideal) role conception and actual role experience of public school personnel directors revealed that personnel directors perceive actual role responsibilities to be less than ideal responsibilities in each of the four categories surveyed. The significant differences achieved are indicative of existing role conflict as personnel directors perceive less than ideal levels of responsibility for certain functions.

The greatest sources of conflict in the recruitment category involved permitting employees to work at home, using

odd-hour scheduling, using assessment center data in selecting candidates for administrative positions, and using ad-hoc committees to find new ideas for recruiting.

The greatest source of conflict in the security category involved helping administrators understand their environment, the division culture, and the division's management style. Concern for administrators' understanding of the organization has arisen in industry in recent years, and is only now beginning to make its way into education. The next two possible conflict sources are training needs and opportunities. In industry and business, training is often a personnel or human resources function, but in public education training or staff development is often accomplished by the instruction department.

Three of the four greatest sources of conflict in the development category involved analyzing positions to determine if flexible working hours are appropriate, analyzing job classifications and compensations compared to business or industry, and analyzing jobs to determine potential for enrichment. The second of the four greatest sources of conflict was providing staff development activities for administrators. Analyzing positions to determine if flexible working hours are appropriate is the only one of the four which personnel directors did not rank in the top four levels of importance.

Personnel directors' top four sources of conflict in the

administrative category were implementing a quality of life

program; developing a development function to help with team-

work, conflict, communication, and power equalization;

maintaining a personnel management library; and implementing

employee assistance/wellness programs. Each of these respon-

sibilities, with the possible exception of maintaining the

library, are beyond the government accountability stage. None

of these four were rated in the top four most important by

personnel directors.

The responsibilities judged most important in the

security category dealt with training; providing benefits to

retired employees; and helping administrators understand their

environment, the division culture, and the division's manage-

ment style.

In the development category, the responsibilities judged

most important based on strength of response dealt with

providing monitoring and consultant services to district

management during employee disciplinary procedures, analyzing

job classifications, providing staff development for adminis-

trators and supervisors, and analyzing jobs for enrichment

potential.

The administrative category's most important responsi-

bilities were participating with other administrators as a

part of the management team, preparing and administering the

personnel department's budget, consulting with other

departments of the division on personnel matters, and partici-
pating in professional organizations.

The particular responsibilities in which personnel
directors feel the greatest need for more responsibility have
commonality with those that personnel directors judge most
important in the arenas of training, job analysis, and staff
development for administrators.

Lengnick-Hall and Lengnick-Hall's observation that per-
sonnel management has advanced beyond the government
accountability stage[6] is supported by the findings of this
study. The responsibilities which personnel directors indi-
cated as possessing the greatest difference between ideal and
actual are all responsibilities concerned with the health,
culture, and management of the school division. Congruence
exists with Odiorne's observation that personnel managers'
concerns include relating people to organizations, more use of
work teams, and better strategies for managing managers.[7]
Within the top six issues of Herring's critical issues survey
we find that private sector human resources managers' concerns
about controlling benefit cost, compensation plannning,
management training programs and organizational development
programs mirror those of public school personnel directors.[8]
Public school personnel directors seem to be indicating a
desire to advance into a human resources mode and break the
bonds of their present clerical/government accountability
model.

Actual Role of Personnel Directors as Perceived
by Personnel Directors versus Actual Role of
Personnel Directors as Perceived
by Superintendents

Examination of the difference between personnel directors' perception of personnel directors' actual role compared to superintendents' perception of personnel directors' actual role revealed that personnel directors perceive personnel directors actual responsibilities to be greater than superintendents perceive personnel directors' actual responsibilities to be. Significant differences in these perceptions occurred only in the security and development categories. The differences in recruitment and administrative failed to achieve significant F ratios.

The significant differences in the security and development categories are indicative of role ambiguity. The immediate supervisors of personnel directors perceive the actual responsibilities of personnel directors to be less than the actual responsibilities as perceived by personnel directors. Role expectations are either unclear or personnel directors are unaware of what is expected of them. Superintendents, in this social system, are role senders dictating the role of personnel directors. The message transmitted by superintendents apparently is not being received correctly by personnel directors.

The three responsibilities in the security category with the most significant differences related to training. In each

of these responsibilities, personnel directors perceived
greater actual responsibility than the superintendents' per-
ception of personnel directors' actual responsibility. In
public education, responsibility for training or staff devel-
opment is often assigned to the department of instruction, yet
in industry, training is usually a personnel or human
resources responsibility. Evidently personnel directors expe-
rience role conflict as reflected in the responses.

In the development category, the four responsibilities
with greatest differences were providing staff development to
administrators, analyzing jobs to determine potential for
enrichment, analyzing positions to determine if flexible hours
are appropriate, and providing monitoring and consultant
services during employee discipline procedures. Personnel
directors perceive greater responsibility in training and
job/position analyses which as discussed earlier are respon-
sibilities associated with the movement toward human resources
management. Providing monitoring and consultant services to
district management during employee disciplinary procedures is
a traditional responsibility, associated with the government
accountability stage.

Communication problems appear to exist between superin-
tendents and personnel directors. Either personnel directors
are taking responsibility upon themselves which they should
not have, or personnel directors are not informing superinten-
dents of what is actually being done. The greatest difference

in perception was in the area of staff development for admin-
istrators and supervisors to help them motivate employees.
Apparently superintendents are unaware, in many cases, that
staff development services are being provided to administra-
tors and supervisors.

Ideal versus Actual Role of Personnel Directors as perceived by Superintendents

Examination of the difference between the ideal versus
actual role of personnel directors as perceived by superinten-
dents revealed that superintendents believe that the ideal
responsiblities of personnel directors are greater than the
superintendents perceive personnel directors' actual respon-
sibilities. Significant differences were achieved in all
categories. The responses provide support to the earlier
observation that human resources management has advanced beyond
the government accountability stage. Superintendents gener-
ally show the greatest need for personnel directors to have
additional responsibility in areas which personnel directors
also perceive a need for greater responsibility.

In the recruitment category, superintendents indicated
that the four greatest differences dealt with utilizing ad-hoc
committees to find new ideas for recruiting, permitting
employees to work at home, using odd-hour scheduling, and
permitting additional use of part-time employees. Superinten-
dents' responses indicate awareness, and approval of the
movement toward a human resources operational mode for the

personnel department.

The most significant differences in the security category were reviewing and addressing training problems; helping administrators understand their environment, the division culture, and the division's management style; and providing administrators with a framework and perspective on training needs. These responses by superintendents indicate an awareness and approval of the move toward human resources development.

The development category's most significant differences were analyzing positions for flexible working hours, providing staff development for administrators, analyzing jobs for enrichment potential, and analyzing employees' level of motivation and need for growth. The superintendents' responses are indicative of the trend toward human resources development.

In the administrative category, superintendents found the most difference between ideal and actual roles concerned implementing a quality of life program; developing a development function to help with teamwork, conflict, communication, and power equalization; maintaining a personnel management library; and implementing employee assistance/wellness programs. All of the above responsibilities with exception of maintaining the library, are beyond the government accountability stage.

Superintendents perceived the most important responsi-

bilities in the recruiting category to be providing staff orientation programs for new employees, practicing gender generic advertising, utilizing ad-hoc committees to find new recruiting ideas, and actively seeking handicapped employees. Of these four responsibilities, only the use of ad-hoc committees was one of the top four responsibilities with a great difference between ideal and actual responsibilities.

In the security category, the most important responsibilities based on strength of responses were reviewing and addressing training problems; providing tools to help administrators identify their training needs; and helping administrators understand their environment, the division culture, and the division's management style. Reviewing and addressing training problems; and helping administrators understand their environment, the division culture, and the division's management style were identified as responsibilities with a great difference between ideal and actual responsibilities.

The development category's most important responsibilities were providing monitoring and consultant services to management during employee disciplinary procedures, determining job classifications and compensations by analyzing comparable positions in industry or business, analyzing jobs for enrichment potential, and analyzing employees' level of motivation and need for growth. Analyzing existing jobs for enrichment potential and analyzing employees' level of

motivation and need for growth were both identified as responsibilities with a great difference between ideal and actual.

In the administrative category, the most important responsbilities were management team participation, consultation with other departments on personnel matters, preparation and administration of the personnel department budget, and maintenance of a personnel management library. Of these, only maintaining a personnel library was identified as having a great difference between ideal and actual responsibility.

Some agreement was achieved between superintendents and personnel directors in ranking importance of responsibilities. The items ranked as important by each group are traditional responsibilities within personnel departments. In recruitment, superintendents ranked planning and conducting staff orientation programs for new employees and explaining the changing roles in the organization first, and insuring advertisements and recruiting literature appeal to both genders second. Personnel directors rated the same responsibilities second and first, respectively.

In the security category, superintendents and personnel directors ranked reviewing and addressing specific training problem areas and preparing to take advantage of training opportunities as they arise, first. Providing the tools to assist administrators in identifying their specific training needs was ranked second.

In the development category, superintendents and person-

nel directors ranked providing monitor and consultant services to district management during employee disciplinary procedures, and determining employee job classification and compensations by an analysis of comparable positions with business or industry first and second respectively.

In the administrative category, superintendents ranked participating with other administrators of the division as part of the management team, first and consulting with other departments of the division in personnel matters, second. Personnel directors ranked the same responsibilities first and third, respectively.

Conclusions

Based on analysis of the data collected, a number of conclusions can be drawn concerning the public school personnel director's role. This section discusses conclusions reached in each of the parameters.

Difference between Ideal and Actual Roles as Perceived by Personnel Directors

There is a difference between the internalized (ideal) role conception and the actual (real) role experience of personnel directors of urban school divisions in Virginia, as perceived by personnel directors. This study determined that significant differences existed in all categories. The strong F ratios achieved in each category (recruitment = .850, security = 8.056, development = 2.422, administrative = 4.291)

and the higher average responses in each category for ideal
responsibilities than for actual responsibilities support the
conclusion that role conflict exists.

Personnel directors demonstrated a strong perception
that their actual responsibilities were less than desired
in active management and leadership roles within the division.
Areas such as innovative recruiting techniques, staff develop-
ment, quality of life programs, position analysis, job
enrichment, and employee benefit/wellness programs all
achieved high differences. The responsibilities cited by
personnel directors are all associated with human resources
management beyond the government accountability stage.

Intrasender role conflict results from conflicting role
expectations from a single individual. Personnel directors
experience intrasender role conflict as perceived role
requirements are not consistent with perceptions of the ideal
role. Role conflict was evident in all categories.

Personnel Directors' Actual Role as Perceived
by Superintendents and Personnel Directors

Superintendents and personnel directors have different
perceptions of personnel directors' actual role. The
differences were significant in the security and development
categories. In this analysis, superintendents appear to have
lower expectations for personnel directors than personnel
directors have for themselves as evidenced in the security and
development categories. The significant F ratios achieved in

each category (security = 3.544, development = .935) and the average responses by personnel directors which were higher in each category than average responses by superintendents support the conclusion that role ambiguity exists for personnel directors.

The greatest differences were in responsibilities involving active management and leadership roles within the division. Areas such as staff development, analysis of positions, and job enrichment achieved high differences. The responsibilities cited are all associated with human resources management beyond the government accountability stage.

Role ambiguity occurs when expectations are unclear, when individuals do not know what is expected of them, or how their performance is evaluated by others. Role ambiguity was evidenced when comparing superintendents' perceptions of personnel directors' actual roles to personnel directors' perception of personnel directors' actual roles.

Some of the differences may be attributable to the fact that personnel directors are more aware than superintendents of what is actually being done in personnel departments. Conversely, superintendents may not have clearly communicated their expectations to personnel directors. It may be encouraging to personnel directors that the superintendents' expectations are being exceeded rather than not being met; however, superintendents may not be pleased if personnel directors are perceived as exceeding their authority. The ambiguity caused

ity. The ambiguity caused by this type of uncertainty can result in unnecessary stress and role conflict for the personnel director.

Difference between Ideal and Actual Roles of Personnel Directors as Perceived by Superintendents

A significant difference exists between the ideal and actual roles of personnel directors as perceived by superintendents. Significant differences were found in role expectations as evidenced by the significant F ratios achieved (recruitment = 1.061, security = 32.028, development = 6.962, administrative = 3.406). Superintendents perceived that personnel directors should have greater responsibility in all categories.

Superintendents demonstrated strong perceptions that personnel directors' responsibilities should be greater in active management and leadership roles within the division. Areas such as utilizing innovative recruiting techniques; scheduling work; providing staff development; interacting with other administrators; analyzing positions and jobs; motivating employees; implementing quality of life programs; assisting with teamwork, conflict, communication, and power equalization problems; maintaining a professional library, and implementing employee assistance/wellness programs all achieved high differences.

Role expectations are the behavior prescribed for public

school personnel directors by the directors' primary referent group, public school superintendents. Significant differences in role expectations can result in dissatisfaction by the superintendent, with the personnel director's performance, or in stress and role conflict for the personnel director.

Implications for Practice

The conclusions reached in this study demonstrate that personnel directors want more responsibility for human resources functions concerned with leadership and management of school divisions. Personnel directors presently feel that the responsibilities of personnel directors are greater than superintendents perceive those responsibilities. Superintendents perceive that personnel directors' responsibilities should be greater. The findings of this study indicate that both superintendents and personnel directors are aware of the need for better management of human resources. The concern is how to improve human resources development in public school divisions. Several entities can and should play a significant role in improving personnel management within school divisions.

The Virginia Association of School Personnel Administrators (VASPA) in cooperation with the Virginia Department of Education should utilize the findings of this study to publish a guide to responsibilities of school personnel administrators. The guide should incorporate the responsibilities

included in this study, as well as others the association may recommend. The guide could be incorporated into the association's certification program for school personnel administrators.

The most obvious entities concerned with this study are personnel directors and superintendents. Communication between superintendents and personnel directors regarding the personnel director's role needs to be improved. Agreement should be reached as to how much responsibility personnel directors should have in areas identified as leadership and management. Of particular concern is training or staff development. Superintendents need to determine if staff development should be a personnel or an instruction function and in case of overlap, clearly define each department's responsiblity. Functions such as job analysis for enrichment potential or eligibiliity for flexible hours, productivity analysis, and job classification clearly should be the responsibility of personnel directors.

Interaction between personnel directors and superintendents is nominally an administrative function. The degree of responsibility which superintendents wish to impart to personnel directors is usually a matter of administrative regulation. Every school division should have job descriptions for all administrative positions. Personnel directors' job descriptions should be reviewed and revised to insure that personnel directors are aware of, and can perform, the role as

the division has determined that role should be performed.

School boards also have a role to play. As the policy makers for school divisions, school boards must decide the overall direction of the personnel function. Boards in some localities may wish not to advance beyond the government accountability stage of personnel management. Others may wish to leap squarely into human resources development. Most school boards probably will be somewhere between the two extremes.

The Virginia Association of School Personnel Administrators, the Virginia Department of Education, superintendents, personnel directors, and school boards each have a significant influence in determining the future of personnel management in Virginia. Some of the specific areas which should be addressed are personnel directors roles in using innovative recruiting techniques, using assessment center data, implementing training and staff development, analyzing jobs and positions, implementing quality of life programs, and assisting with teamwork, conflict, communication, and power equalization problems.

No one of the above entities can accomplish the needed changes alone. The Virginia Association of School Personnel Administrators, as the professional association for personnel administrators, should take on the leadership role and coordinate the efforts of each entity to guide public school personnel administration into human resources development.

Recommendations for Further Research

This study is only the first step toward understanding the role of public school personnel directors. The study was limited to personnel directors in urban school divisions in Virginia. Personnel directors in small or rural divisions are also an important population. This study could and should be duplicated for that population.

ENDNOTES

[1]Rensis Likert, The Human Organization: Its Management and Value (New York: McGraw-Hill, 1967), 1.

[2]Peter F. Drucker, Management: Tasks, Responsibilities, Practices (New York: Harper & Row, 1974), 306.

[3]Cynthia A. Lengnick-Hall and Mark L. Lengnick-Hall, Interactive Human Resource Management and Strategic Planning (Westport, CT: Quorum Books, 1990), 40.

[4]Carole A. Hastings, "VASPA Survey: Personnel/Human Resource Function," (Richmond: Virginia Association of School Personnel Administrators, May 1991).

[5]Oregon Association of School Personnel Administrators. A Guide to Job Responsibilities of the School Personnel Administrator (Seven Hills, Ohio: American Association of School Personnel Administrators, 1977); Mary F. Cook, New Directions in Human Resources: A Handbook (Englewood Cliffs: Prentice Hall, 1987)

[6]Lengnick-Hall and Lengnick-Hall, Interactive Human Resource Management and Strategic Planning, 40.

[7]George S. Odiorne, "Human Resource Strategies for the '80s," Training 22, (January 1985) 47-49, 51.

[8]Jack Herring, "Human Resource Managers Rank Their Pressure Points," Personnel Administrator 28, (June 1983) 137-138.

107

APPENDICES A - G

108

Appendix A
Populations of divisions surveyed

109

DIVISIONS SURVEYED

Counties	Population	Cities	Population
Albemarle	69,000	Alexandria	109,700
Arlington	156,300	Chesapeake	143,000
Augusta	52,200	Hampton	128,700
Campbell	50,500	Lynchburg	70,800
Chesterfield	202,000	Newport News	165,100
Fairfax	737,300	Norfolk	274,700
Hanover	60,500	Portsmouth	114,800
Henrico	208,000	Richmond	214,300
Henry	58,000	Roanoke	100,000
Loudoun	72,900	Suffolk	55,500
Montgomery	70,500	Virginia Beach	362,600
Pittsylvania	68,800		
Prince William	192,000		
Roanoke	81,100		
Rockingham	57,800		
Stafford	56,700		
Tazewll	54,400		
Washington	50,500		

Appendix B
Personnel administrators assigned to divisions surveyed

111

PERSONNEL ADMINISTRATORS ASSIGNED TO DIVISIONS SURVEYED

	Assistant Superintendent	Director	Assistant Director	Coordinator	Supervisor	Specialist	Assistant Coordinator
Albemarle	1			2			
Arlington	1	2	2				
Augusta	1						
Campbell		1					
Chesterfield	1	1				5	
Fairfax	1	6		9	1	25	
Hanover		1	1			2	
Henrico	1		2			3	
Henry		1					
Loudoun	1	1			1		
Montgomery		1					
Pittsylvania	1						
Prince William		1			3		
Roanoke County		2					
Rockingham		1					
Stafford		1					
Tazewll		1					

112

PERSONNEL ADMINISTRATORS ASSIGNED TO DIVISIONS SURVEYED

	Assistant Superintendent	Director	Assistant Director	Coordinator	Supervisor	Specialist	Assistant Coordinator
Washington		1					
Alexandria		1	1				
Chesapeake	1	1		1	3		
Hampton		1	1				
Lynchburg					1		
Newport News	1	1		3			
Norfolk		1		1		5	
Portsmouth	1	1		1			
Richmond		1	1	3	1	2	
Roanoke City	1	1					1
Suffolk	1	1					
Virginia Beach	1	1				9	

Appendix C
Letter to subjects in pilot study

114

OLD DOMINION UNIVERSITY

Darden College of Education
Department of Educational Leadership and Counseling
Norfolk, Virginia 23529-0157
804-683-3326

July 20, 1990

Mr. Bobby Stephens
Executive Director for Administration of Personnel
Dekalb County Schools
3770 N. Decatur Rd.
Decatur, GA 30032161

Chairperson
804-683-3288

Educational
Leadership
804-683-3326

Counselor
Education
804-683-3221

Dear Mr. Stephens:

The enclosed questionnaire is part of a pilot study being conducted in Georgia prior to launching a full-scale study in Virginia. The study explores differing perceptions of the role of School Personnel Officials. Personnel Officials in public school divisions are a relatively new phenomenon. In 1940 the American Association of School Personnel Administrators boasted 16 members. Membership now exceeds 1100. Such rapid evolution has resulted in some role confusion and ambiguity. This study hopes to document the role perceptions of Superintendents and Personnel Directors. Your position as Chief Personnel Official of Dekalb County Schools makes you an ideal source of the information we need. The questionnaire is being sent to all Superintendents and Chief Personnel Officials in Georgia School Divisions serving localities with a population exceeding 50,000.

Georgia was selected for the pilot study because you, like Virginia, do not have collective bargaining for teachers. Your responses will be used in two ways. First to determine the perception of the two groups of administrators about the role of Personnel Officials, and secondly to determine if the questionnaire is appropriate for this task or if it should be modified. The data you provide will be extremely important as we progress through the study.

Please take a few moments now to complete the questionnaire and to jot down any comments or criticisms you feel appropriate. We are particularly interested in comments pertaining to ambiguity or propriety of questions as well as adequacy of stem responses.

Thank you for your assistance. Your responses will, of course, be kept confidential. A summary of the study's results will be provided to you upon its completion.

Sincerely,

Arnold C. Nye

Old Dominion University is an affirmative action, equal opportunity institution.

Appendix D
Questionnaire used in pilot study

116

ROLE ANALYSIS QUESTIONNAIRE

The following statements describe tasks which a personnel director might perform in any school division. After reading each statement, circle the number in Column 1 corresponding to your observations of how frequently personnel directors perform that task. Circle the number in Column 2 corresponding to your best judgement of how frequently personnel directors SHOULD perform that task.

There are no right or wrong answers, and, even though your responses will be influenced by your experience, they should be made in terms of your opinion of the position of personnel director by whatever title that position is known in your district, not just the individual occupying the position in your school division at the present time.

SCORING KEY
1 = Almost Never
2 = Occasionally
3 = Sometimes
4 = Often
5 = Almost Always

(117)

RECRUITMENT, SELECTION, AND INDUCTION OF EMPLOYEES

Column 1 - Personnel Directors DO this task		Column 2 - Personnel Directors SHOULD DO this task
1 2 3 4 5	Plan and conduct staff orientation programs for new employees and explain their changing roles in the organization.	.... 1 2 3 4 5
1 2 3 4 5	Promote education as a career to middle and secondary school students.	.... 1 2 3 4 5
1 2 3 4 5	Use job sharing as a technique to attract clerical, technical, and professional personnel.	.... 1 2 3 4 5
1 2 3 4 5	Use odd-hour scheduling to attract clerical, technical, professional, or service and blue-collar employees.	.... 1 2 3 4 5
1 2 3 4 5	Allow professional and clerical workers such as typists, accountants, data processing people who have a home computer, and others who can work just as well from home as from the office to work at home and bring the work in at scheduled times.	.... 1 2 3 4 5
1 2 3 4 5	Use retired workers for special projects.	.... 1 2 3 4 5
1 2 3 4 5	Provide a retraining program to retrain employees, whose skills have become obsolete or are no longer needed by the school division, to fill jobs you have difficulty filling.	.... 1 2 3 4 5
1 2 3 4 5	Utilize extended searches to find new ideas for recruiting of persons in their specialties.	.... 1 2 3 4 5
1 2 3 4 5	Insure advertisements and recruiting literature appeal to both genders in all job specialties.	.... 1 2 3 4 5
1 2 3 4 5	Maintain a hotline for people who might be interested in a position with your division to call in and get specific information about specific jobs.	.... 1 2 3 4 5
1 2 3 4 5	Provide up-front hiring bonuses for new administrators.	.... 1 2 3 4 5

(118)

Page 2

RECRUITMENT, SELECTION, AND INDUCTION OF EMPLOYEES

Column 1 - Personnel Directors DO this task		Column 2 - Personnel Directors SHOULD DO this task
1 2 3 4 5	Actively seek handicapped emplyees.	1 2 3 4 5
1 2 3 4 5	Permit employees who cannot work full time, women who quit to have a baby, or men or women who do not want to work full-time to come in on a part-time basis.	1 2 3 4 5
1 2 3 4 5	Encourage networking activities through associations, clubs, and professional affiliations in order to obtain personal referrals.	1 2 3 4 5
1 2 3 4 5	Use assessment center data in selecting candidates for promotion to administrative positions.	1 2 3 4 5

APPRAISAL, DEVELOPMENT AND COMPENSATION OF PERSONNEL

Column 1 - Personnel Directors DO this task		Column 2 - Personnel Directors SHOULD DO this task
1 2 3 4 5	Analyze existing jobs to determine potential for enrichment or other changes to increase employee satisfaction and motivation.	. . . . 1 2 3 4 5
1 2 3 4 5	Analyze employees' level of motivation and need for growth. Recommend means of increasing motivation or revising tasks as needed.	. . . . 1 2 3 4 5
1 2 3 4 5	Analyze positions to determine which may be viable candidates for flexible working hours. Make recommendations and follow through with analysis of productivity as a result of flexible working hours.	. . . . 1 2 3 4 5
1 2 3 4 5	Determine employee job classifications and compensations by an analysis of comparable positions with business or industry.	. . . . 1 2 3 4 5
1 2 3 4 5	Provide staff development activities for administrators and supervisors to help them motivate employees.	. . . . 1 2 3 4 5
1 2 3 4 5	Provide monitoring and consultant services to district management during employee disciplinary procedures.	. . . . 1 2 3 4 5
1 2 3 4 5	Develop and implement compensation plans that marry compensation to division goals (i.e. pay for performance, merit pay or bonus plans).	. . . . 1 2 3 4 5
1 2 3 4 5	Develop and administer delayed compensation plans (i.e. Tax Deferred Annuities, 403b or 401k plans, etc.).	. . . . 1 2 3 4 5
1 2 3 4 5	Develop and administer tax savings plans such as Section 125, Flexible Benefits Plans.	. . . . 1 2 3 4 5

(120)

SECURITY, CONTINUITY, AND INFORMATION

Column 1 - Personnel Directors DO this task		Column 2 - Personnel Directors SHOULD DO this task
1 2 3 4 5	Prepare or monitor the preparation of accident reports, OSHA reports, and board reports which require accident and safety statistics.	.... 1 2 3 4 5
1 2 3 4 5	Provide data for investigations in response to legitimate requests. Prepare federal and state reports, including certification, unemployment, and worker's compensation reports.	.... 1 2 3 4 5
1 2 3 4 5	Monitor unemployment insurance claims and represent the division's interest in processing those claims.	.... 1 2 3 4 5
1 2 3 4 5	Review and address specific training problem areas in the division with the Superintendent and prepare to take advantage of training opportunities as they arise.	.... 1 2 3 4 5
1 2 3 4 5	Provide the tools to assist administrators in identifying their specific training needs.	.... 1 2 3 4 5
1 2 3 4 5	Provide administrators with a conceptual framework and perspective on the need for training in their particular areas.	.... 1 2 3 4 5
1 2 3 4 5	Help administrators understand their environment, the division culture and the division's particular management style using some form of quality of work life survey so they can pass that understanding on to employees.	.... 1 2 3 4 5
1 2 3 4 5	Plan, promote, and provide activities linking retirees to the active work force, such as volunteer programs, social functions, or utilization of retirees as substitutes.	.... 1 2 3 4 5
1 2 3 4 5	Provide health insurance and other benefits to retired employees.	.... 1 2 3 4 5

(121)

Page 5

ADMINISTRATIVE TASKS

Column 1 - Personnel Directors DO this task		Column 2 - Personnel Directors SHOULD DO this task
1 2 3 4 5	Participate with other administrators of the division as a part of the management team.	.........1 2 3 4 5
1 2 3 4 5	Maintain a library of publications that provide resources relating to professional personnel management.	.........1 2 3 4 5
1 2 3 4 5	Consult with other departments of the division in matters pertaining to personnel, such as salary placement, contract management, and evaluation procedures.	.........1 2 3 4 5
1 2 3 4 5	Prepare and administer the budget(s) of the personnel department.	......................1 2 3 4 5
1 2 3 4 5	Participate in the work of professional organizations as a learner and contributor.	...................1 2 3 4 5
1 2 3 4 5	Develop an ongoing development function which helps organizations with teamwork, conflict, communication, and power equalization problems.	.........1 2 3 4 5
1 2 3 4 5	Implement a quality of life program which monitors the organizational health of the organization.	.........1 2 3 4 5
1 2 3 4 5	Implement an employee assistance/wellness program which focuses attention on employee problems such as alcohol, drugs, divorce, and depression as well as overall conditioning.	.........1 2 3 4 5

(122)

Page 6

The following information is requested for descriptive purposes only. No individual responses will be reported and no individual school division will be identified. Results will be reported by state-wide groups only. All individual responses will be strictly confidential.

POSITION: _____ SEX: _____ AGE: _____

HIGHEST DEGREE HELD: _____

SCHOOL DIVISION: _____

Thank you for your candid responses. Please use the remainder of this page to list criticisms, comments, additional questions, or questions which you feel should be eliminated. Your professional opinion is valued. A compilation of the results for Georgia, as well as Virginia will be sent to you upon completion of the study.

COMMENTS:

(123)

Appendix E
Letter to subjects in Virginia

124

OLD DOMINION UNIVERSITY

Darden College of Education
Department of Educational Leadership and Counseling
Norfolk, Virginia 23529-0157
804-683-3326

April 9, 1991

Mrs. Loretta S. Knight
Director of Personnel
Lynchburg City Public Schools
P. O. Box 1599
Lynchburg, VA 24505

Chairperson
804-683-3280

Educational
Leadership
804-683-3326

Counselor
Education
804-683-3221

Dear Mrs. Knight:

The enclosed questionnaire is part of a study exploring differing perceptions of the role of Public School Personnel Officials. Personnel Officials in public school divisions are a relatively new phenomenon. In 1940 the American Association of School Personnel Administrators boasted 16 members. Membership now exceeds 1100. Such rapid evolution has resulted in some role confusion and ambiguity. This study hopes to document the role perceptions of Public School Superintendents and Public School Personnel Directors. Your position as Chief Personnel Official of Lynchburg City Public Schools makes you an ideal source of the information we need. The questionnaire is being sent to all Superintendents and Chief Personnel Officials in Virginia School Divisions serving localities with populations exceeding 50,000.

The study explores differing perceptions that superintendents and personnel directors have of the personnel professional's role in public education. The results should be a valuable tool for superintendents and School Boards as they reorganize personnel departments, review current personnel practices, assess the relationship between superintendents and personnel directors and create job descriptions for personnel directors.

Please take a few moments now to complete the questionnaire and to jot down any comments or criticisms you feel appropriate.

Thank you for your assistance. Of course your responses will be kept confidential. A summary of the study's results will be provided to you upon its completion.

Sincerely,

Arnold C. Nye

Old Dominion University is an affirmative action, equal opportunity institution.

Appendix F
Questionnaire used in Virginia

126

ROLE ANALYSIS QUESTIONNAIRE

The statements describe tasks which a personnel director might be responsible for in any school division. After reading each statement circle the number in Column 1 corresponding to your observations of how frequently personnel directors ARE responsible for that task. Circle the number in Column 2 corresponding to your best judgement of how frequently personnel directors SHOULD BE responsible for that task.

There are no right or wrong answers. Your responses will be influenced by your knowledge and experience, however, they should be made in terms of your opinion of the position of Chief Personnel Official by whatever title that position is known in your division.

SCORING KEY
1 = Almost Never
2 = Occasionally
3 = Sometimes
4 = Often
5 = Almost Always

Colmum 1 - Personnel
Directors ARE responsible   RECRUITMENT, SELECTION, AND INDUCTION OF EMPLOYEES
for this task:

Column 2 - Personnel Direc-
tors SHOULD BE responsible
for this task:

1 2 3 4 5 ..... Plan and conduct staff orientation programs for new employees and explain their 1 2 3 4 5
changing roles in the organization.

1 2 3 4 5 ..... Use job sharing as a technique to attract clerical, technical, and professional 1 2 3 4 5
personnel.

1 2 3 4 5 ..... Use odd-hour scheduling to attract clerical, technical, professional, or 1 2 3 4 5
service and blue-collar employees.

1 2 3 4 5 ..... Allow professional and clerical workers such as typists, accountants, and data 1 2 3 4 5
processing people who have a home computer, and others who can work just as well
from home as from the office to work at home and bring the work in at scheduled
times.

1 2 3 4 5 ..... Utilize ad-hoc committees to find new ideas for recruiting of persons in their 1 2 3 4 5
specialties.

1 2 3 4 5 ..... Insure advertisments and recruiting literature appeal to both genders in all job 1 2 3 4 5
specialties.

1 2 3 4 5 ..... Actively seek handicapped employees. 1 2 3 4 5

1 2 3 4 5 ..... Permit employees who cannot work full time, women who quit to have a baby, or men 1 2 3 4 5
or women who don't want to work full time to come in on a part-time basis.

1 2 3 4 5 ..... Use assessment center data in selecting candidates for promotion to administrative.... 1 2 3 4 5
positions.

SCORING KEY
1 = Almost Never
2 = Occasionally
3 = Sometimes
4 = Often
5 = Almost Always

Colmum 1 - Personnel
Directors ARE responsible   SECURITY, CONTINUITY, AND INFORMATION
for this task:

Column 2 - Personnel Direc-
tors SHOULD BE responsible
for this task:

1 2 3 4 5   ..... Review and address specific training problem areas in the division with the 1 2 3 4 5
Superintendent and prepare to take advantage of training opportunities as
they arise.

1 2 3 4 5   ..... Provide the tools to assist administrators in identifying their specific training 1 2 3 4 5
needs.

1 2 3 4 5   ..... Provide administrators with a conceptual framework and perspective on the need for 1 2 3 4 5
training in their particular areas.

1 2 3 4 5   ..... Help administrators understand their environment, the division culture and the 1 2 3 4 5
division's particular management style so they can pass that understanding
on to employees.

1 2 3 4 5   ..... Plan, promote, and provide activities linking retirees to the active work force, ... 1 2 3 4 5
such as volunteer programs, social functions, or utilization of retirees as
substitutes.

1 2 3 4 5   ..... Provide health insurance and other benefits to retired employees. 1 2 3 4 5

SCORING KEY
1 = Almost Never
2 = Occasionally
3 = Sometimes
4 = Often
5 = Almost Always

Colmum 1 - Personnel
Directors ARE responsible
for this task:

APRAISAL, DEVELOPMENT AND COMPENSATION OF PERSONNEL

Column 2 - Personnel Direc-
tors SHOULD BE responsible
for this task:

1 2 3 4 5 ..... Analyze existing jobs to determine potential for enrichment or other changes.......... 1 2 3 4 5
to increase employee satisfaction and motivation.

1 2 3 4 5 ..... Analyze employees' level of motivation and need for growth.   Recommend means of 1 2 3 4 5
increasing motivation or revising tasks as needed.

1 2 3 4 5 ..... Analyze positions to determine which may be viable candidates for flexible working.... 1 2 3 4 5
hours. Make recommendations and follow through with analysis of productivity as a
result of flexible working hours.

1 2 3 4 5 ..... Determine employee job classifications and compensations by an analysis of 1 2 3 4 5
comparable positions with business or industry.

1 2 3 4 5 ..... Provide staff development activities for administrators and supervisors to help 1 2 3 4 5
them motivate employees.

1 2 3 4 5 ..... Provide monitoring and consultant services to district management during employee ... 1 2 3 4 5
disciplinary procedures.

1 2 3 4 5 ..... Develop and administer delayed compensation plans (i.e. Tax Deferred Annuities, ...1 2 3 4 5
403b or 401k plans, etc.).

1 2 3 4 5 ..... Develop and administer tax savings plans such as Section 125, Flexible Benefits 1 2 3 4 5
Plans.

SCORING KEY
1 = Almost Never
2 = Occasionally
3 = Sometimes
4 = Often
5 = Almost Always

Colmum 1 - Personnel Directors ARE responsible for this task:	ADMINISTRATIVE TASKS	Column 2 - Personnel Direc- tors SHOULD BE responsible for this task:

1 2 3 4 5 ..... Participate with other administrators of the division as a part of the management 1 2 3 4 5
team.

1 2 3 4 5 ..... Maintain a library of publications that provide resources relating to effective 1 2 3 4 5
personnel management.

1 2 3 4 5 ..... Consult with other departments of the division in matters pertaining to personnel, ... 1 2 3 4 5
such as salary placement, contract management, and evaluation procedures.

1 2 3 4 5 ..... Prepare and administer the budget(s) of the personnel department. 1 2 3 4 5

1 2 3 4 5 ..... Participate in the work of professional organizations as a learner and 1 2 3 4 5
contributor.

1 2 3 4 5 ..... Develop an ongoing development function which helps organizations with................ 1 2 3 4 5
teamwork, conflict, communication, and power equalization problems.

1 2 3 4 5 ..... Implement a quality of life program which monitors the organizational health 1 2 3 4 5
of the organization.

1 2 3 4 5 ..... Implement an employee assistance/wellness program which focuses attention............ 1 2 3 4 5
on employee problems such as alcohol, drugs, divorce, and depression as well as
overall conditioning.

SCORING KEY
1 = Almost Never
2 = Occasionally
3 = Sometimes
4 = Often
5 = Almost Always

The following information is requested for descriptive purposes only. No individual responses will be reported and no individual school division will be identified. Results will be reported by state-wide groups only. All individual responses will be strictly confidential.

POSITION_____   SEX_____   AGE_____

HIGHEST DEGREE HELD_____

SCHOOL DIVISION:_____

Thank you for your candid responses. Your professional opinion is valued. Please use the remainder of this page to list any comments you feel are appropriate. A compilation of the results will be sent to you upon completion of the study.

COMMENTS

Appendix G
Average Responses

133

VIRGINIA SURVEY OF SUPERINTENDENTS AND PERSONNEL DIRECTORS   RESPONSES

RECRUITMENT, SELECTION, AND INDUCTION OF EMPLOYEES	Personnel Directors		Superintendents	
	ARE	SHOULD BE	ARE	SHOULD BE

RECRUITMENT, SELECTION, AND INDUCTION OF EMPLOYEES	Personnel Directors ARE	Personnel Directors SHOULD BE	Superintendents ARE	Superintendents SHOULD BE
Plan and conduct staff orientation programs for new employees and explain their changing roles in the organization.	4.455	4.545	4.545	4.545
Use job sharing as a technique to attract clerical, technical, and professional personnel.	3.091	3.273	3.318	3.591
Use odd-hour scheduling to attract clerical, technical, professional, or service and blue-collar employees.	2.364	3.000	2.864	3.364
Allow professional and clerical workers such as typists, accountants, and data processing people who have a home computer, and others who can work just as well from home as from the office to work at home and bring the work in at scheduled times.	1.864	2.750	1.455	2.273
Utilize ad-hoc committees to find new ideas for recruiting of persons in their specialties.	3.636	4.091	3.364	4.364
Insure advertisments and recruiting literature appeal to both genders in all job specialties.	4.909	5.000	4.545	4.455
Actively seek handicapped employees.	3.818	4.182	3.818	4.273
Permit employees who cannot work full time, women who quit to have a baby, or men or women who don't want to work full time to come in on a part-time basis.	3.455	3.500	2.773	3.273
Use assessment center data in selecting candidates for promotion to administrative positions.	3.227	3.795	3.273	3.545

SECURITY, CONTINUITY, AND INFORMATION	Personnel Directors		Superintendents	
	ARE	SHOULD BE	ARE	SHOULD BE
Review and address specific training problem areas in the division with the Superintendent and prepare to take advantage of training opportunities as they arise.	3.773	4.409	3.409	4.205
Provide the tools to assist administrators in identifying their specific training needs.	3.727	4.273	3.273	3.909
Provide administrators with a conceptual framework and perspective on the need for training in their particular areas.	3.591	3.955	3.000	3.727
Help administrators understand their environment, the division culture and the division's particular management style so they can pass that understanding on to employees.	3.227	3.909	3.136	3.864
Plan, promote, and provide activities linking retirees to the active work force, such as volunteer programs, social functions, or utilization of retirees as substitutes.	3.091	3.636	3.091	3.773
Provide health insurance and other benefits to retired employees.	3.864	4.000	3.591	3.864

APPRAISAL, DEVELOPMENT AND COMPENSATION OF PERSONNEL	Personnel Directors		Superintendents	
	ARE	SHOULD BE	ARE	SHOULD BE
Analyze existing jobs to determine potential for enrichment or other changes to increase employee satisfaction and motivation.	3.909	4.364	3.318	4.227
Analyze employees' level of motivation and need for growth. Recommend means of increasing motivation or revising tasks as needed.	3.182	3.591	3.273	4.091
Analyze positions to determine which may be viable candidates for flexible working hours. Make recommendations and follow through with analysis of productivity as a result of flexible working hours.	2.727	3.545	2.227	3.455
Determine employee job classifications and compensations by an analysis of comparable positions with business or industry.	3.955	4.545	3.955	4.727
Provide staff development activities for administrators and supervisors to help them motivate employees.	3.636	4.409	2.818	3.773
Provide monitoring and consultant services to district management during employee disciplinary procedures.	4.545	4.682	4.273	4.864
Develop and administer delayed compensation plans (i.e. Tax Deferred Annuities, 403b or 401k plans, etc.).	2.909	3.318	2.682	3.364
Develop and administer tax savings plans such as Section 125, Flexible Benefits Plans.	3.000	3.227	2.773	3.500

ADMINISTRATIVE	Personnel Directors		Superintendents	
	ARE	SHOULD BE	ARE	SHOULD BE
Participate with other administrators of the division as a part of the management team.	4.636	4.955	4.727	4.955
Maintain a library of publications that provide resources relating to effective personnel management.	3.818	4.409	3.773	4.591
Consult with other departments of the division in matters pertaining to personnel, such as salary placement, contract management, and evaluation procedures.	4.455	4.818	4.545	4.864
Prepare and administer the budget(s) of the personnel department.	4.545	4.955	4.273	4.727
Participate in the work of professional organizations as a learner and contributor.	4.273	4.705	4.455	4.591
Develop an ongoing development function which helps organizations with teamwork, conflict, communication, and power equalization problems.	3.091	3.955	3.091	3.955
Implement a quality of life program which monitors the organizational health of the organization.	2.909	3.909	2.727	3.727
Implement an employee assistance/wellness program which focuses attention on employee problems such as alcohol, drugs, divorce, and depression as well as overall conditioning.	3.818	4.409	3.545	4.182

137

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