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ABSTRACT

A year-long research project was conducted concerning chartering as a potential management and communications tool in vocational-occupational education. Chartering is defined as a management tool which allows two individuals in the same or related organizations, sharing different levels of the same mission, to achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship. The process is one whereby: critical issues are identified through scanning; essential parts of a critical issue are organized through mapping; agreement and validation are achieved through communication with significant others; and the performance record, value and worth of programs are reported through showing evidences of accomplishment. Preliminary interviews were conducted with 51 local, State and Federal vocational occupational administrators to determine their perceptions of the need for chartering and the process itself. Field tests of the process were then conducted with 56 high school and community college administrators. These administrators received training in the chartering process in two workshops. Through a questionnaire and followup interviews, data were gathered concerning the participants' perceptions of the process. Analysis of the data indicates that most participants viewed the process as beneficial to them and the time to be trained in the process as the primary cost. Recommendations for future use of the process are offered. (For related document, see JC 740044.) (Author/KM)

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THE REPORT ON THE
CHARTERING PROCESS

by

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-1973-

This study was conducted by the Coast Community
College District in cooperation with the University
of California at Los Angeles, Newport-Mesa Unified School
District, and Huntington Beach Union High School District.

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ABSTRACT

Having identified chartering as a potential management and communications tool which vocational-occupational education could use to improve its effectiveness and furnish evidence of its accomplishments, the California Community College system and the California State Board of Education funded a year-long research project which was conducted by the Coast Community College District with the assistance of the University of California, Los Angeles. Chartering, as conceptualized and implemented in the project is defined as a management tool which provides a process by which two individuals in the same or related organizations, sharing different levels of the same mission of responsibility, can achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship. The process is one whereby: critical issues are identified through scanning; essential parts of a critical issue are organized through mapping; agreement and validation are achieved through communication with significant others; and the performance record, value, and worth of programs are reported through showing evidences of accomplishment from past periods of time to the present.

Following research of the literature related to chartering, preliminary field interviews were conducted with 51 local, state and federal vocational-occupational administrators to determine their perceptions for the need for chartering and their reactions to preliminary conceptualizations of the process. Field tests of the process were then conducted with 25 administrators in the Coast Community College District and with 31 administrators in the Huntington Beach and Newport-Mesa High School Districts. These administrators received training in the Chartering Process in one workshop; developed charters in relation to what they identified as critical issues during and following that workshop; received technical assistance from the research staff; and presented their charters at a subsequent workshop. Through the use of a questionnaire and follow-up field interviews, data were gathered concerning the participants' perceptions of the cost-benefit of the Chartering Process. Analysis of data from the interviews, questionnaire, and the field test indicates that most participants viewed the Chartering Process as beneficial to them as administrators and viewed the time to be trained in the process as the primary cost. Recommendations for the future use of the Chartering Process are presented in the report.

I. NEED FOR THE PROJECT

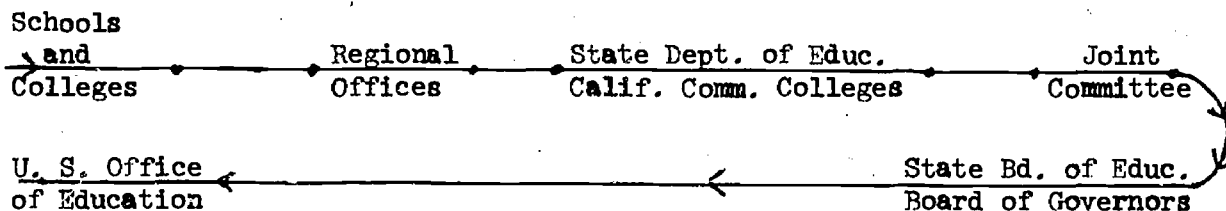
The need for the Chartering Project was rooted in the need for a management and communication tool which would serve to reduce the disparity of performance expectations that exist within and between vocational education systems or agencies. This need, along with a definition of Chartering, the goal and objectives of the project, were described in the contract issued under the provisions of the Vocational Education Amendments of 1968, P.L. 90-576, as follows:

Definition

Chartering can be defined as a management tool which provides a process by which two related organizations, sharing different levels of the same mission responsibility, can achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship.

Need

Chartering is a potential management and evaluation tool which vocational-occupational education can use to improve its effectiveness and to furnish evidence of its accomplishment to the public agencies which support it. It is a systematic and cooperative procedure by which agreement can be reached about goals and objectives between the state agencies and the local agencies that are responsible for the delivery of occupational or vocational education. Such agreements concern the appropriateness of goals and objectives for meeting the needs of the persons served. The cooperative procedures and processes called for in chartering could be used between any two of the agencies shown below:



The ability of schools and colleges to achieve the goals and objectives for vocational education appropriate to their level is not always in keeping with the expectations of the state agencies represented by the Office of the Chancellor and the State Department of Education. Likewise, the achievement of goals and objectives appropriate to state-level agencies is not always compatible with the expectations of the schools and colleges which perceive them as unrealistic in terms of their local needs and resources.

In some instances the misunderstandings between these agencies are difficult to identify and resolve simply because of the lack of an effective means of communication between the agencies involved. This general problem is accentuated by recent increase in the size and complexity of the program of vocational education.

Management practices which were appropriate for a smaller and less complex structure are under stress. It is anticipated that the problem will be greater as the growth in vocational education continues and as the pressures for more detailed accounting to supporting agencies continue. Chartering has the potential of providing an improved management tool for increasing the effectiveness of communication among agencies responsible for vocational and occupational education.

The chartering process is established in concept and must be refined and tested to determine its feasibility as an operational management and evaluation tool and, if the process is to gain acceptance, the agencies which will be involved with its use must participate in its development.

At the request of the Division of Occupational Education, Chancellor's Office, California Community Colleges, and California State Department of Education, Vocational Education Section, Orange Coast College has agreed to serve as the coordinating agency for a chartering feasibility study utilizing investigators from the University of California at Los Angeles, who will work with representatives from selected Orange County high schools, regional secondary-level vocational education supervisors, consultants from the regional Community College staff, and personnel from Orange Coast College. The need for the study is based on the prevailing disparity in performance expectations among the agencies represented above. The problem is to reduce this disparity.

Goal

It is the goal of this project to improve the effectiveness of vocational and occupational education by identifying and subsequently using the management techniques necessary for providing communication and cooperation in an increasingly complex educational system.

Objectives

1. The project director will develop a manual which will include definitions, guidelines, procedures, and a delineation and description of cooperative activities for the purpose of implementing chartering as an operational practice in vocational education in California public schools and community colleges. The manual will be the result of extensive experimentation and testing, and it will be submitted to a panel of practitioners representing the schools, colleges, and state agencies involved. This panel will review the manual and make recommendations concerning revisions. A final draft of the manual will be submitted to the panel upon completion of the project.

2. The project director will report on his assessment of the feasibility of chartering as an operational process, including its cost. The data obtained in the field test will be presented to a panel of educational administrators selected jointly by the Division of Occupational Education of the Chancellor's Office and the Vocational Education Section of the State Department of Education for judgments at the conclusion of the project.

The need for this study was further supported by the fact that the perceptions of the decision-makers and the demands which they make on vocational education differ at the local, state and national levels. The consequences of these different perceptions is illustrated by Gephart (1971) in connection with the evaluation of federally funded programs.

The decisions made by Congress about federally funded programs are not the same as the decisions made by a local school district about federally funded programs. However, the data called for in the evaluation guidelines developed for federal programs calls for the use of the same data at the local school level, at the state level and at the national level. Until the differences in decision levels and the constraints these levels impose on decisions are recognized, and until information-generating techniques are applied AFTER decision settings are described, evaluation of federally funded programs will continue to appear to be a futile effort at the local level and a fumble at the national level. And further, cost-benefit analyses will lead educators in directions having unforeseen debilitating side effects (p. 61).

II. HISTORY OF THE CHARTERING PROJECT

The Chartering Process was developed by Dr. James A. Farmer, Jr. of the University of California at Los Angeles as a management tool and communication process (Farmer, 1971). It was grounded in prior efforts of Lopez (1970) and others in business and industry. Vocational education leaders in the State Department of Education sought to determine the feasibility of the early conceptualization of the Chartering Process. They solicited the San Diego Unified School District to field test this conceptualization of the Chartering Process during the 1972-73 school year.

Shortly thereafter, representatives of the State Board of Education and the Office of the Chancellor of the California Community Colleges

solicited Dr. Farmer to further develop the Chartering concept and test its feasibility with the vocational education personnel in a Community College District and its feeder high school districts. Coast Community College District in Costa Mesa, along with Huntington Beach Union High School District and Newport-Mesa Unified High School District, agreed to participate in the development and field test of Chartering.

Primary personnel of the Chartering Project are listed as follows:

James A. Farmer, Jr., U.C.L.A.---Project Director

John Owens, Vice-Chancellor, Vocational Education,
Coast Community College District--Project Manager

Vaughn N. Redding, District Director of Cooperative
Education, Coast Community College District--Co-Director

J. David Deshler, U.C.L.A.--Research Assistant

Robert G. Williams, U.C.L.A.--Research Assistant

Donald F. Averill, Director of Career Education,
Huntington Beach Union High School

Donald Hout, Director of Instructional Services,
Newport-Mesa Unified High School District

In addition to the above persons, the Advisory Committee for the project included:

Dale Rossi, Regional Coordinator, State Department
of Education

Al Urias, Regional Coordinator, Chancellor's Office,
California Community Colleges

Ernest Neasham, Evaluation Consultant, State Department
of Education

William Morris, Evaluation Specialist, Chancellor's
Office, California Community Colleges

Thomas Bogetich, Executive Director, California
Advisory Council on Vocational Education

III. DESIGN OF THE PROJECT

The design of the Chartering Project was developed, as specified in the funding document, as follows:

Procedures

Phase I - Planning

- A. A search of the related research literature will be conducted.
- B. Planning the field test will include the following activities:
 1. Analysis of the existing vocational education activities of the selected high school districts and the community college districts and the policy relationships these participants maintain with various local and state political entities.
 2. Design of field test procedures including schedule of activities, refinement of the chartering scale, records, and observations.
 3. Training of participating personnel in the concept and techniques of chartering.

Phase II - Field Test

This will consist of conducting the chartering processes involving personnel from cooperating schools, Coast Community College and State Regional offices. Chartering activities will include the use of the chartering scales and process as a formal procedure to explicitly produce evidences of accountability in a system in which the objectives have already been determined, but without explicit consideration of their implications as evidences of accountability. Observation of the process will be made and recorded.

Phase III - Analysis and Reporting

Data consisting of recorded observations, participant interviews, and the written product of the process will be analyzed. The most effective methods and processes for carrying out chartering will be identified and described. (See Objective Number 1)

Data concerning feasibility and cost effectiveness will also be organized and analyzed so that factual information and recommendations can be reported to a selected panel of vocational educators. (See Objective Number 2)

Elaborations on this design which developed into the present design were approved by the Advisory Committee. The design is presented now in greater detail.

A. SEARCH OF THE RELATED RESEARCH LITERATURE

To determine the feasibility of the Chartering Process as a potentially operational management and communication tool for Vocational Education, it was found necessary to refine the concept through extensive literature research of primary and secondary sources. Sources that were found to be most relevant were related to the following themes: communication, management and administration, accountability, evaluation, vocational education, values, organizational development, management by objectives, educational philosophy, and research methodology. The bibliography at the end of this report will detail sources that contributed to this study. Particularly helpful in understanding the concepts that relate to Chartering were the following authors: Vickers (1965 and 1968), Drucker (1954 and 1966), Farmer (1971), Lopez (1970), Browder (1971), Stake (1970), Etzioni (1968), Little (1970), Meehan (1969), Rokeach (1968), Lawrence and Lorge (1969), Dewey (1933), and Dexter (1970).

B. PRELIMINARY FIELD INTERVIEWING

Through the use of specialized and elite interviewing (to be defined under data collection), personnel in the various systems of vocational education were interviewed for the following purposes:

- (a) to acquaint the research team with the personnel and nature of vocational education being conducted;
- (b) to share with them theoretical material related to the Chartering Project and to solicit their reactions and contributions;
- (c) to attempt to identify and appreciate pressures and demands for accountability and the manner in which excellence is evidenced.

Fifty-one persons were interviewed in the following systems or agencies:

Coast Community College District; Newport-Mesa Unified High School District;

Huntington Beach Union High School District; the California State Department of Education; the Chancellor's Office; California Community Colleges; the Regional U.S. Office of Education; the American Vocation Association; and the U.S. Office of Education.

The preliminary interview data were analyzed and the resultant generalizations evolved as to the interviewees' perceptions of Vocational Education in relation to the following themes: evidencing the worth or value of a program, communication processes, accountability overload, and perception of pressures and demands. These generalizations, along with several typical responses to the interviews, are presented below.

Concerning the worth or value of a program, analysis of the data indicated that:

1. District level personnel want the values which they see in their programs to be appreciated by those to whom they report.
2. District level personnel, on the whole, do not have a formal system for identifying, collecting and processing evidences of worth or value for the purpose of reporting these to those who may most appreciate or need them.
3. State and Federal level personnel would like to have credible evidences of excellence in a form that is usable for their purposes.
4. There are apparent differences among administrators at the several levels as to what constitutes excellence in relationship to specific programs.
5. Evidences of worth or value tended to be reported in sporadic fashion using one or more of the following:
 - (a) Informal communication through the grapevine, professional contacts and personal memos;
 - (b) Formal and informal presentations or reports to administrative groups, conferences, workshops, task forces and committees;
 - (c) Mass media, including educational TV news stories, journal articles, films, etc.;

- (d) Formal evaluation reports;
- (e) Administrators acting as members for innovative programs providing public recognition.

Concerning the communication processes, analysis of the data indicated that:

1. There is a strong feeling at the district level that the informal processes of communication are most productive and that critical information may not always be communicated through the formal structures.
2. The formal reporting structures as perceived by the districts are cumbersome and inappropriate to program design and data collecting within the districts.
3. The information required by the formal reporting structures is not understood by the reporting level as to its purpose and necessity. There is skepticism about whether reports are read and about what role they play in decision-making.
4. The formal reporting system may not reflect the values of the program or its perceived excellence at the district level. There is a concern that reports are largely a communication of facts which are difficult to interpret without the valuings that accompany them.
5. There is uncertainty at the district level regarding external credibility. There is a concern about what standards and criteria will be used to judge the evidence which is submitted.
6. There is a concern that decentralization and local autonomy may tend to impede the flow of communication and program responsibility.
7. The further information travels from its source the more it tends to be perceived in bits and pieces.

Concerning accountability overload, analysis of the data indicated that:

1. There is genuine confusion as to the meaning of accountability and to the manner in which different forms of it relate to one another.
2. In some systems several accountability processes and procedures are piled on top of one another, thereby creating a sense of overload.
3. What is perceived as accountable at one level may not be understood as such at another. Different decision-making levels or systems often require different types of evidence.

Concerning perceptions of pressures and demands, analysis of the data indicated that:

1. Pressures and demands appear to be on a continuum. Pressures are seen as undifferentiated threats, uncertainties, and irritants. Demands are less vague, more focused and indicate that there is a requirement that is specific or a pressing problem that must be answered. Demands tend to phase in and phase out. Pressures are more constant.
2. There is a questioning, apprehensive, and sometimes defensive mood in relation to the legitimacy and relevance of specific demands that are impacting on various levels. In other instances, certain specific demands are seen as legitimate and relevant almost automatically.
3. The content of these pressures is quite varied. They range all the way (a) from conformity to regulations and rules to meeting students' needs and objectives; (b) from career education to relevance training for the job market; (c) from satisfactory servicing of disadvantaged and handicapped to staff effectiveness; (d) from job placement to community participation in planning and policy formation; (3) from functioning advisory committees to expansion of program.
4. There are differences in demands that are placed upon different levels (see Appendix B, pages 12 and 13).

At the Federal level, there were indications that inherent in the system are pressures and demands that call for accountability particularly in relation to: (a) adequate program review; (b) appropriate management procedure; and (c) responsible fiscal practices. The most frequently named types of evidences demanded were: (a) that an effective routine had been established; and, (b) that intended inputs and transactions had occurred.

At the State level, there were indications that inherent in the system are pressures and demands that call for accountability particularly in relation to: (a) reporting of pertinent information; (b) evidencing that competitive procedures had been used in determining funding; (c) evidencing that appropriate management procedures had been followed; and (d) evidencing that responsible fiscal practices had been used. The following types of evidences were most frequently perceived as being demanded: (a) that an effective routine had been established; and (b) that valued outcomes be evidenced.

At the District level, there were indications that inherent in the system are pressures and demands that call for accountability particularly in relation to: (a) reporting of pertinent information; (b) evidencing that adequate program review had been conducted; (c) evidencing that appropriate management procedures had been followed; and (d) evidencing that responsible fiscal

practices had been used. The following types of evidences were most frequently perceived as being demanded: (a) that an effective routine had been established; (b) that valued outcomes be evidenced; (c) that an appropriate balance was achieved and maintained; and (d) that intended inputs and transactions had occurred.

5. Because of the different nature of the demands on the system at the different levels and the different types of evidencing processes needed, it would seem that no simplistic and undifferentiated system of establishing the accountability of vocational education will suffice.
6. The Chartering Process was seen to have potential, as evidenced by the statements of personnel interviewed by each level of the system, for strengthening vocational education's response to the varied demands for accountability at each level of the system and also to strengthen the way in which it evidences excellent aspects within the system which may not otherwise have a way of being brought effectively to the attention of decision-makers and relevant publics.

Response to the Interviews

Typical responses to the interviews completed are: (a) "This project can really help us as the context in which vocational education operates changes. I definitely want to be kept informed of the emergent results of the projects." (b) "After I went through the appreciation process I knew that we really needed this." (c) "This process helps us to clarify the types of pressures and demands that we are experiencing." (d) "Very good. I am intrigued with the whole idea. The probing that goes on in the interview is stimulating and helpful." (e) "If the project ends up in keeping with its current direction, it can be the basis for much needed management training of vocational education administrators" (f) "The strength of this project is in fact that it is doing needed basic research immediately relevant to vocational education. Don't succumb to the temptation or pressure to turn it into a common, applied research project. We need the outcomes of the project to provide substance for future in-service training of vocational education administrators."

During this period, one of the modes of development for purposes of theory and methodology building was the generating of theoretical models. These models were then used in the preliminary interviews, the workshops, the Advisory Committee, and in-process consultation. This process permitted inputs from the interviewees and participants into the theoretical and methodological development of Chartering. These models in the form in which

they finally emerged are presented in Appendices A and B. Definitions of key terms appear on page 82.

C. DESIGN OF THE FIELD TEST

In conjunction with practitioners at the local level, the procedure for training and the field testing of Chartering was developed. This approach provided not only participative development of the procedure, but also enabled the researchers to pilot test it.

D. TRAINING AND FIELD TESTING

Training in the concept and techniques of Chartering was linked to the field test through the use of two workshops and the provision of technical assistance. Chartering can be defined as a process whereby critical issues are: identified through scanning; organized and planned through mapping the essential parts; validated through communication with significant others; and evidenced through assessment over time. A companion manual, "An Instruction Manual on the Chartering Process," has been developed which details the process in each of its four phases--scanning and selecting critical issues; mapping the essential parts of a critical issue; communicating and validating maps of critical issues with significant others; and reporting evidences of performance, value, and worth to significant others. The manual also provides related instruction for workshop directors.

Participants in the field test included those persons involved in the Administration of Vocational Education in the Coast Community College and Huntington Beach and Newport-Mesa High School Districts. Community College personnel numbered twenty-five and included persons in the following roles: Chancellor, Vice-Chancellor, College Presidents, Deans, District administrative staff, College administrative staff, counselors, and division chairmen from the two colleges. The average length of time of the participants

in their current position was 8.1 years, and the average length of time in the District was 11.2 years.

High School personnel numbered thirty-one and included persons in the following roles: Assistant Superintendent, District administrative staff, a Principal, Assistant Principals, Work Experience coordinators, counselors and department chairmen from ten different schools in the two districts. The average length of time of participants in their current position, as indicated by those who completed questionnaires, was 3.3 years, and the average length of time in the Districts was 8 years.

Districts interface at the next level of vocational education with personnel representing the state educational system. In the field test, a regional coordinator from the Chancellor's Office, California Community Colleges and a regional coordinator from the State Department of Education were involved.

While there was a general format for the workshops, there was some variation in the way that the format was implemented to adjust to local needs. In the workshops, processes that were common to all the workshops included: lecture and discussion, total and small group involvement, individual assistance from the researchers, individual work on their own issue, and feedback and validation by administrators and the project director on Chartering Scales developed. In each workshop, the use of small groups was interspersed with sessions in which all attending the workshop participated. The community colleges met in separate workshops, while the high school districts met jointly, thus involving a considerably larger group. The small groups at one community college met in separate rooms. At the workshops of the other community college and the high school districts, the small groups were working in a large room. The size of the small groups varied

from three to eight. At one community college, district administrators were involved, but not the regional representative. The situation was reversed at the workshops of the other community college. The demandor role for feedback and validation in the workshop included the college president and the regional coordinator on one college campus; while it included the college president, deans and district administrators at the other. In the high school workshops, the demandor role included district administrators and the regional coordinator.

Several unexpected conditions occurred which made fulfilling the initial workshop design difficult. Most of the participants in the first community college workshops were unaware of the time involvements or the nature of the project. One of the first workshops had to be aborted due to a conflict arising out of the issue of time and responsibility priorities. The second high school workshop was diminished in size by more than half because of a "semi-strike" in one of the districts. These conditions were all resolved, particularly through the provision of technical assistance and by holding an extra workshop that involved several additional participants in one of the high school districts.

The technical assistance provided by the researchers between the two workshops was taken advantage of by the participants from the community colleges and a few from one of the high school districts. This assistance was enthusiastically received and identified by a number of persons as being critical to the understanding of Chartering.

Further responses relating to the workshops and the process of training will be reported in Section VI below.

E. ANALYSIS AND REPORTING

The design for analysis and reporting included the collection of data

through field observations, interviews, and a questionnaire; analysis through the use of content analysis and basic descriptive statistics; followed by conclusions and recommendations. This will be elaborated upon in later sections of the report.

IV. THEORY

Theoretical considerations from the Chartering Project were developed in article form and appear in Appendix C. In this article the chartering process for use in technical vocational education has been described. The theoretical concepts that have been examined are appreciation, mixed-scanning, mapping and the chartering process itself. Consideration has been given to the pitfalls in interpreting a program based on false assumptions; the types of evidences that may be necessary to meet the needs, requirements and expectations of significant others; the development of the chartering map to establish two-way appreciation with significant others at the district, state and federal levels; and the types of circumstances when the use of the chartering process seems warranted. The article then illustrates the development of the chartering map through the presentation of two chartering maps produced in the field test of the Chartering Project.

Theory underlying and developed in the Chartering Project will appear in greater detail in the following two doctoral dissertations:

Deshler, J. David, Evidencing Educational Accountability in the Context of Changing Performance Expectations. University of California at Los Angeles, Graduate School of Education, 1974;

Williams, Robert G., Establishing Educational Accountability Related to Demands for Accountability. University of California at Los Angeles, Graduate School of Education, 1974.

V. DATA COLLECTION

The methods of data collection that were used in the Chartering Project included the use of: field observations, a questionnaire, and specialized and elite interviewing.

Field observations made it possible for the researchers to:

1. Become familiarized with the Vocational Education systems involved in Chartering.
2. Clarify the initial responses to Chartering and projecting its feasibility as a management and communications tool in Vocational Education.
3. Identify the inputs from participants that would enhance the development and implementation of the field test.
4. Perceive the resistance, confusion or understanding of participants in the process of training in the concepts and techniques of Chartering.
5. Link the responses of the participants to Chartering with their role responsibilities and perceptions, and their need for such a management tool.

During the training workshops, carbon copies of the participant's Chartering efforts were collected. These included efforts at scanning, identifying and selecting critical issues, and developing the Chartering map. Such materials were a resource to the researchers in the ways indicated above in elaborating the role of the field observations. In addition, the researchers were able to use the materials in providing technical assistance to individual participants.

A questionnaire was developed to be used in inquiry into the participants' perceptions and involvement in accountability, communication, appreciation, and change in relation to themselves, their programs, and those whom they defined as priority demandors. They were also asked why they participated in Chartering. The complete questionnaire appears in Appendix B. The only difference between the questionnaire used with the community

college personnel and the questionnaire used with the high school personnel is the listing of accountability projects (Question 5) and priority demandors (Question 9).

This questionnaire was developed with the assistance of U.C.L.A.'s Survey Research Center and pilot-tested prior to its administration in the second workshop. Only minor changes were necessitated as a result of the pilot-testing.

The questionnaire was administered to forty-three persons who participated in the second workshops. The number involved was affected by the lesser number of persons in the second high school workshop, as previously indicated. Also, three additional regional personnel of the State Department of Education were administered the questionnaire and their responses are incorporated in tabulations having to do with Questions 2-4 and 6-8.

Analysis of the questionnaire data involved determining distribution, median for the ordinal data, mean for the integral data, range and percentile.

Interviews were conducted, both in the preliminary interviewing previously mentioned and in the final interviewing, according to the technique of "elite and specialized interviewing." This technique is described by Dexter (1970) as follows:

An elite interview

is an interview with any interviewee who in terms of the current purposes of the interviewer is given special, nonstandardized treatment. By special, nonstandardized treatment I mean---(1) stressing the interviewee's definition of the situation, (2) encouraging the interviewee to structure the account of the situation, (3) letting the interviewee introduce to a considerable extent his notions of what he regards as relevant, instead of relying upon the investigator's notions of relevance...

In elite interviewing...the investigator is willing, and often eager to let the interviewee teach him what the problem, the question, the situation is---to the limits, of course, of the interviewer's ability to perceive relationships to be basic problems, whatever these may be (p. 5).

In the standardized interview, the typical survey, a deviation is ordinarily handled statistically but in an elite interview, an exception, a deviation, an unusual interpretation may suggest a revision, a reinterpretation, an extension, a new approach (p. 6).

Dexter sees a great advantage in the elite and specialized interviewing technique in that the interviewer can adapt his comments and questions to the unfolding interaction between himself and his interviewee (p. 50).

The elite and specialized interviewing was done with an interview guide rather than an interview schedule, thus permitting more flexibility. The preliminary interviews, in addition to familiarizing the interviewer with the Vocational Education program and familiarizing the interviewee with Chartering, were concerned with perceptions of pressures and demands for accountability, and communication of those aspects of one's program that are considered to be of worth or value. The final interviews were concerned with what had happened with a person's Chartering; consequences, benefits and costs of Chartering; and shifts in expectations and thinking:

Because of a difference in focus between the demandor and demandee, a variation in the interview guide was necessitated which reflected this difference (Appendix E and F). This variation can be seen in Questions 1, 2 and 6, although this role perspective affected to some degree their responses to all the interviewer's inquiries. Some participants recognized themselves in both roles and responded accordingly.

A total of 49 persons were interviewed in the final interviewing, including: 25 in the Community College District, 22 in the High School Districts, and one each at the regional level of the systems. Some persons were interviewed who did not participate in the second workshop. This occurred for one or more of the following reasons:

1. They received technical assistance.
2. They were in a demandor role.
3. They were at the first workshop, and their perceptions were deemed of value in inquiring into Chartering's feasibility.

An additional three of the regional personnel at the community college level were interviewed in order to gain their perspectives as to the feasibility of the use of Chartering with the regional personnel. Although these were specialized interviews, the questionnaire was used as a guide in a portion of them, thus enabling the responses for Questions 3-4 and 6-8 to be included in the tabulations of the data.

Analysis of the interview data was done using one or more of the following types of content analysis:

1. Symbol-counts: Consist of identifying and counting specified key symbols in communications...
2. One-dimensional classification of symbols: This is a slight elaboration of the previous type. Symbols are classified according to whether they are employed, broadly speaking, in positive (favorable) or negative (unfavorable) contexts...
3. Item-analysis: Classification of segments of sections of data. This requires selection of significant and insignificant items on the basis of a theory...
4. Thematic analysis: Classification of the explicit and implicit (symbolic) themes in the data. This, as distinct from item-analysis, deals with the supposed cumulative significance of a series of items.
5. Structural analysis: Concerned with the interrelations of the various themes in the data. These relations may be complementary or interfering... (Merton, 1968, p. 569).

VI. REPORT OF THE DATA

The funding document called for a report on the field testing of the process and its feasibility based on that field test. This section presents an analysis of the data obtained in the field test and the follow-up interviews. The report and analysis of the data are presented in terms

of the following topics:

- A. Description of the Context in which Chartering was Developed and Field Tested
 - B. Responses of Participants to the Chartering Experience
 - C. Participant's Perceptions of the Most Beneficial Uses of Chartering
 - D. Conditions Viewed by Participants as Being Most Beneficial for the Use of Chartering
 - E. Participant's Perceptions of the Cost-Benefit of Chartering
- A. DESCRIPTION OF THE CONTEXT IN WHICH CHARTERING WAS DEVELOPED AND FIELD TESTED

In order to understand the communication and decision-making processes and the way the vocational education systems established the value of their programs and respond to demands for accountability, data from participants were collected describing the educational systems in which Chartering was field tested. These data provided the perspective of the district and regional personnel regarding their systems, programs, and roles.

In this section of the report, no attempt is being made to develop a full description of the educational systems involved in Chartering. Rather, what is being provided is the perceptions and attitudes that are reported by participants of the Chartering Project and regional personnel who were interviewed, having to do with some aspects of the systems that relate to the context for Chartering. By reporting the context as it is perceived, greater clarity can be provided as to the nature of the problem which confronts Chartering, the need for a management and communication tool such as Chartering, and limiting and facilitating forces which affect the potential use of Chartering. Some of these perceptions have been reported previously in the generalizations from the preliminary interviews. Further descriptions of the systems evolved from the comments of district and regional personnel

during interviewing and from the use of the questionnaire (Appendix D).

Extent of Organizational Change

Chartering has been seen in its conceptualization as being of particular benefit as a management and communication process when an organization is experiencing considerable change. In response to the issue of organizational change in the questionnaire (Question 7), the following can be noted by looking at the median (Table 1): one community college perceived itself as going through "moderate" organizational change; the other community college and one high school district, "considerable" change; and the other high school district, "considerable to extensive" change. Only one person in each of the community colleges and one of the high school districts saw their organization as going through "little" change (see Appendix G, Table 5 for further detail).

As might be expected, changes are not always received willingly, especially when there have been a good many thrust upon the personnel. One person stated the reaction of fellow faculty this way:

This district has had so many changes in the last couple of years that when things are presented we are very suspicious. The initial reaction of most people is cautious.

Move Toward Decentralization

The organizational change from centralization to decentralization is one which can be facilitated by the communication processes initiated through Chartering. Each of the districts in the field test has been experiencing a move away from centralization toward decentralization or autonomy of local campuses. One district administrator saw this affecting adversely the coordination needed for program development. At the same time, another campus administrator called for improving the monitoring to prevent

Table I

Medians of extent of organizational
change according to educational agency

(N - 41 persons)

Educational Agency	<u>Extent of Change</u>				
	1 No Change	2 Little Change	3 Moderate Change	4 Considerable Change	5 Extensive Change
Community College One			3.2		
Community College Two				3.7	
Community College District Administration				4.0	
High School One					4.5
High School Two				3.8	

program duplication. A high school staff person saw decentralization playing a part in poor morale.

Role confusion or conflict has resulted from decentralization according to one community college administrator.

There is a confusion between district and campus perceptions as to roles. We need to get the person who is support staff to realize that he doesn't make decisions.

The colleges are separate and independent. The use of Chartering may help to counterbalance difficulties incurred through decentralization.

Management of Decision-Making

A critical part of management is decision-making. Chartering is concerned with how decisions are made and who is involved in making them. There are different management systems in the educational systems, some of them just being inaugurated, thus requiring considerable time and effort. Among the problems relating to decision-making were a general resistance to the existing method at one institution and a call for speed-up of the process of program approval so that shifting to meeting changing needs could take place more rapidly. An administrator described the latter problem as follows:

There is a bottleneck in getting approval. Its easier and faster to classify a new program as a transfer one. It may take a year to get a new course. That is not shifting fast enough. There is too much approval and we have to offer things immediately. The problem is too many offices process it. We are held responsible for shifting curriculum, but we don't have the authority to do it.

Administrative and Accountability Overload

Drucker (1966) warns of the deterioration of effectiveness that takes place when an administrator is governed by pressures. An administrative or accountability overload tends to lead to such a situation. There were a considerable number of comments during the interviewing that related to time management and overload. In the preliminary interviewing the impression came that there was an accountability overload, but the overload appears more general than that. Comments

You can't believe what one is asked to do.

So often it is the case that I am putting out fires, rather than planning fire prevention.

We are bogged down with garbage and are mentally played out. The garbage includes: trivial forms; a bombardment of things---procedures, new ideas, programs; a monumental budget hassle; and we're "meetingized" to death.

One high school staff member connected the issue of time pressures to lack of morale.

Any time you have a creative campus, happy people, morale high, productivity high, then time means little. Here it means a lot.

Relationship of the Districts with the State

The relationship of the districts with the State is primarily concerned with funding and program development. These involve demands, standards, and evidences of accountability and communication as to the value and worth of a program. In examining the relationship of the districts to the State, it appears that for most, the State is perceived as a peripheral power, difficult to communicate with.

It is hard to get a handle on the State system
It is like the overseas market phenomena.

Face-to-face doesn't really happen with the
State. I question their extent of openness.

I am skeptical about the possibility of direct communication. There is almost an impenetrable bureaucracy.

It might be questioned whether this difficulty is a description of the phenomenon or whether it is a result of minimal direct contact, except for those who are the contact persons. Kahn, et al (1964) looks at the role of the person who is in a boundary position; that is, between two organizations or between departments of an organization. These authors suggest that, as a compensation for lack of formal authority over the other organization, the boundary person relies heavily on the affective bonds of trust, respect and liking which he can generate among the outsiders. The bonds are usually difficult to create and maintain at the boundary (Kahn, 1964, p. 123). The person who has only occasional contact with state personnel may have difficulty creating these bonds. This issue is further complicated by the constraints the regional personnel feel in their role as representatives of the State. These constraints will be examined shortly.

A district administrator who has the role of the boundary position finds himself reactive to the State mandating against the District's will.

The major qualm I have with the State personnel is that they don't play the role they ought to. They are policemen rather than idea people.

Roles and Responsibilities of Regional Personnel

Turning to the regional personnel and their perceptions of their role and responsibilities, one regional staff person literally echoed the above statement.

I would change the role of the regional personnel so that they could be in a developmental rather than a monitory situation.

What are the functions of the regional personnel? A regional coordinator described his understanding of four parts of their roles as follows:

- (1) Leadership --- role of expeditor working with innovation and interpretation.
- (2) Fighting bureaucracy
- (3) Policy clarification --- My real task is not to set policy, but to interpret it. A lot of interpretations are policy for the districts.
- (4) Establishing value of the programs under me --- I spend most of the time dealing with hard data. There is much interpretation needed between federal, state and local levels.

Organizational change is a factor at this level. Regional coordinators for the State Department of Education see extensive change occurring, while those in the Community Colleges consider the organizational change taking place as considerable (Appendix G, Table 5).

These regional coordinators, moreover, perceive a number of constraints that would affect Chartering if it was to be used as an intersystem management and communication process. One constraint is the role definition of regional staff. A state administrator views the staffing assumptions as outdated. Subject specialists are named to oversee all vocational education and they do not know all of it, so they relate primarily to what they know. Regional coordinators have line responsibility and staff authority. They are held accountable for the subject matter specialists in their offices, yet have almost no control over them. On top of this, they are understaffed.

A similar constraint is the centralization of decision-making in Sacramento. The regional personnel work with the districts, but the decisions are made by State Personnel who do not work directly with the districts. So the tendency for the districts is to by-pass the regional personnel on critical decisions. One regional staff person spoke of being middle management who could not speak or interact. Another suggested part of a solution

We need to be part of the decision on how money is spent and the expectations that surround it, not just in a policeman's role.

Further description of the educational systems is enhanced by turning directly to the data from the questionnaire (Appendix D) and the issues of the need to establish the worth of a program, accountability and communication. Most of the details of data analysis for these issues can be found in Appendix G.

Establishing the Worth of a Program

The question was asked, "To what extent do you feel the need to establish the worth of your vocational education program?" It was hypothesized by the researchers that the responses to this question would give a general measure of the extent to which a program was prized and, in turn, the need for a process which would provide communication and validation of evidences of program worth.

The need to establish the worth of their vocational education program was expressed at the "considerable" level for all those who completed the questionnaire except the Community College District administrative personnel and the high school regional personnel. These two groups expressed the need to establish the worth of their vocational education program at the "accute" level. Only 14% of the respondents indicated the "moderate" level or below with but one individual indicating that he felt no need to establish the worth of his vocational education program (see Appendix G, Table 3).

Perceptions of Accountability

Early in the project the need to clarify how Vocational Education administrators at various levels were perceiving accountability was identified. The questionnaire (Question 2) listed seven statements that have been

voiced by theoreticians or practitioners, and then provided a blank for a further accountability statement. Respondents were asked to rank the five preferred statements in order of preference. The resultant ranking according to educational system or agency is as follows (Table II):

Table II

Rank Order of Perceptions of Accountability
According to Educational Agency
(N = 46 persons)

<u>Perceptions</u>	<u>Educational Agency</u>			
	<u>C.C. Dist</u>	<u>H.S. Dist/s</u>	<u>C.C. Regional</u>	<u>H.S. Regional</u>
Establish worth or value	1*	1	2	2
Demand on self	2	2	3	5
Demand to produce results	3	3	1	1
Put out fire	4	4	X	4
Top down	5	5	5	3
Doesn't apply to me	6	6	4	X
Fad	X**	6	X	X

* 1 = highest ranking

**X - no ranking

As can be noted, the community colleges and high school districts' ranking are in similar order, while the regional personnel of both systems have selected accountability as a demand to produce results as the perception that most agrees with their thinking. None of the personnel in the community college systems ranked "accountability as a fad" as "acceptable," while only four persons in the community college systems did so. (see Appendix G, Table 2 for details of ranking means).

Time Involved with Accountability

Another generalization from the preliminary interviewing indicated that there was a feeling of accountability overload.

When asked for the percentage of time engaged in problems related to the accountability of their program (Question 4), the respondents gave the mean responses presented in Table III.

Table III

Mean percentages of time engaged in problems
relating to program accountability
(N - 49 persons)

<u>Agency</u>	<u>Mean %</u>
Community College One	34
Community College Two	41
Community College District Administration	35
High School One	41
High School Two	38
Community College Regional	55
High School Regional	63

Some respondents noted that there is a linkage between their perception of accountability and overload. One could hypothesize that the perception of accountability as a demand to produce results or as "top-down" demands would bring about the feeling of overload more rapidly than the perceptions of accountability as establishing worth or demand on self. In the entire group of respondents, 26% registered having spent more than 50% of their time engaged in problems relating to the accountability of their program, with one regional coordinator indicating 100% and one high school administrator reporting about 95%.

Dealing specifically with accountability projects (Question 5), the percentages of time involved were on the whole, considerably lower. (This question is not applicable to regional personnel.) Table IV presents the mean percent of the participant's time spent in dealing with accountability projects.

Table IV

Mean percentage of time in dealing
with accountability projects
(N - 41 persons)

<u>Agency</u>	<u>Mean %</u>
Community College One	4.3
Community College Two	4.5
Community College District Administration	5.5
High School One	20.6
High School Two	13.2

The high school districts were notably higher in this regard than the community colleges due to the requirements of the Stull bill. Huntington Beach District has also recently inaugurated a new management system. The department chairmen indicated that in their system they have recently spent 40% and 45% of their time with the accountability projects. Perhaps accountability overload is a reality there.

In the community colleges only one person, a college administrator, indicated spending more than 10% of his time with such projects, while 59% spent less than 5% of their time. Except for the one administrator, this does not give the appearance of accountability overload.

Change in Expectations, Standards, and Goals

When asked the extent to which the respondent's own expectations,

standards, and goals changed over a period of two years (Question 8), both the community college and high school districts responded that there had been "considerable" change. Only two persons indicated there had been "little" change, while another two specified "extensive" change. At the same time, the regional high school personnel stated they had undergone "extensive" change, and the regional community college personnel registered "moderate" change of expectations, goals and standards (Appendix G, Table 6).

Priority Demandors of Chartering Participants

Demandors are significant others both within and outside an educational system who make demands upon a program administrator or demandee. A particular demandee or an educational program can have a variety of demandors who differ as to the priority they are perceived to hold in relation to other demandors. It was deemed useful in understanding the source of priority demands and the channels of communication existing or needed, to determine the rank order of priority demandors as viewed by Chartering participants. In order to establish a ranked order of priority demandors, the Chartering participants were asked to select their top five demandors from a list provided and to rank them (Question 9). Due to the differences in positions and patterns of authority, the rankings of the community college and the high school districts cannot be compared directly, although some contrasts can be noted. Only a general statement will be made regarding the priority demandors specified by the regional coordinators. Table V lists the rank order of priority demandors for participants from the Community College District and Table VI lists the rank order of priority demandors for participants from the high school districts. (For greater detail, see Appendix G, Table 7.)

Table V

Rank Order of Priority Demandors
for Chartering participants in the
Coast Community College District

(N = 24 persons)

<u>Rank</u>	<u>Demandor</u>
1*	Students
2	College President
3	Chancellor
4	Community
5	State level
6	Dean of Instruction
7	Vice-Chancellor
8	Board of Trustees
9	Division Chairman
10	Teachers
11	Dean of Student Affairs
12	Federal level
No ranking	Regional level

*
1 = highest ranking

Table VI

Rank order of priority demandors for
Chartering participants in the Huntington
Beach and Newport-Mesa High School Districts

(N = 17 persons)

<u>Rank</u>	<u>Demandor</u>
1	Principal
2	Teachers
3	Students
4	Vice-Principal
5	Asst. or Assoc. Superintendent
6	Community
7	Superintendent
8	State
9	Dir. or Coord. of Career Ed.
10	Dept. Chairman
11	Governing Board
12	Regional level
13	Federal level

For purposes of further analysis, relating to Questions 10 through 19 of the questionnaire, only the first nine ranked demandors will be used since the other four each involve less than 25% of the participants.

It can be noted that the regional and federal levels fell at the lowest levels of both rankings. Rationale stated earlier regarding the context in which the regional personnel find themselves (particularly centralization and role ambiguity) contribute to their position, especially

when seen in contrast to the ranking of the state level. Distance and the fact that most accountability efforts are paperwork probably contribute to the ranking of the federal level.

Students and the chief administrative officer of the institutions rank high as priority demandors in both the community college and high school systems. The rank order of the community and the state level demandors is higher in the community college system than in the high school system.

In the specification of priority demandors by the regional coordinators of both systems, one person specified three out of the five demandors at the local level, three specified one, and the other four specified all of the priority demandors at the state and federal level.

Extent Work is Appreciated by Priority Demandors

Given these stated priority demandors, the question was asked as to the extent of satisfaction that the respondent's work is being appreciated (Question 10). A median response of "considerably" was given by both the local systems (See Appendix G, Table 8). The respondents are moderately satisfied that they are being appreciated by the community, and as for the state, as a demandor, the response is "moderately" for the community college and "partially" for the high school districts.

On the other hand, the regional coordinators for the community colleges feel "moderately" satisfied that their work is being appreciated, while those at the high school level are "not at all" satisfied.

Values in Agreement with Priority Demandors

Appreciation, as previously defined, involves both facts and values. It may be difficult or less than satisfactory when program values are not shared by demandor and demandee. In relation to the question as to whether

one's program values are in agreement with those of the priority demandors (Question 18), both local systems indicate that they are generally "well" in agreement (Appendix G, Table 19). As might be expected, the further removed the demandor, the less in agreement the values. This is particularly evidenced in the high school districts where the values are seen in "fair" agreement with the community and in "poor" agreement with the state level. The cause of this may be sporadic or inadequate communication. The regional coordinators perceive their values in "fair" agreement with the values of their demandors.

Intensity of Demands

Not only is it possible for the sources of demands to vary, but also the intensity of demands for accountability. In response to the question of intensity of demands for accountability (Question 11), even though the respondents in the community colleges, high school districts, and high school regional coordinators all indicate the demands are "moderate" in intensity, the range of responses varied from "mild" to "acute" (Appendix G, Table 9). The community college regional coordinator describes the intensity of demands as "considerable."

Difficulty in Understanding Demands

As to the difficulty in understanding the demands for accountability (Question 12), the median for the local system is "somewhat difficult" (Appendix G, Table 10). In contrast, the demands of the students in the community colleges are perceived as being "moderately difficult" to understand, as are those of the superintendent and associate superintendent in the high school districts. The regional coordinators state that the demands of their priority demandors are "not-at-all difficult" to understand.

Uncertainty Arising from Evidences Submitted

When evidences of accountability are submitted, uncertainty may arise as to whether they are satisfactory to the demandors (Question 13). Chartering is concerned with clarification of the demands, expectations and standards of priority demandors so that evidences of accountability that are submitted will be accepted as satisfactory. High school and regional respondents indicated that they "rarely" experience such uncertainty (Appendix G, Table 11). The median for the community college narrowly registered in the "sometimes" category.

Change of Demandor's Demands, Expectations and Standards

Changes in demands, expectations and standards may affect the extent of understanding and the feelings of uncertainty. Queried as to the extent of change of demands, expectations and standards (Question 19), those at the local level replied that there had been "moderate change," while high school regional coordinators perceived "little change" and the community college regional coordinator noted "considerable change" (Appendix C, Table 20).

Negotiation with Demandors

Does negotiation take place with priority demandors as to what is expected (Question 17)? In this Chartering project, negotiation was found to be critical to clarify lack of understanding, uncertainty, shifts and disparities of expectations, feeling of overload, and the like. Here again, role distance and only periodic contact and communication may be critical factors. While the median for the Community College District was "well" and the high school districts "fair to well," the further removed the demandors, were from the demandees, the less negotiation occurred (Appendix G, Table 18). There was "fair" negotiation in relation to community demandors, and "not-at-

all to poor," and "poor" in relation to state level demandors. Regional coordinators at the high school level did not perceive negotiation with priority demandors as any better for them, for they classified it as "not-at-all." On the other hand, the regional coordinator at the community college level depicted the extent of negotiation with priority demandors as "well." One regional coordinator indicated that he had never been in a position where he could not negotiate with his priority demandors, but evidently this does not hold for all.

A community college program administrator, when interviewed, illustrated one form of negotiation regarding expectations that existed which he called a three-way contract of accountability---that is, between the instructional team, the student, and industry. It is based on the premise that when a student is accepted into a vocational program, an informal contract is entered into, by the others involved, to place him. In addition, if industry is going to be called on to place him, or insure his placement, then industry ought to be involved in setting expectations. Considering, on top of this, the needs of the student and the requirements of the instructional team, a three-way contract of accountability is negotiated.

Communication of Program Worth

As the perceptions, practices, and attitudes related to accountability are critical to the establishment of Chartering as a management tool, so also are those practices and attitudes involving communication. When asked the extent they were able to communicate effectively about the worth of their program to those in a position to appreciate it (Question 6) the median response of respondents from each of the systems was "considerable" (Appendix G, Table 4). In noting their range of response, we can see that

10% responded "partially," while 13% responded "extensively." This seems to indicate a general satisfaction about the effectiveness of their communication.

These general responses appear to be in contrast to the comments of a high school staff person who, when interviewed, disclosed that communications were in a "frazzle."

There is a lack of communication of the systems planning. All communication flows downward, verbal or written. The persons receiving it are overwhelmed to begin with.

A generalization from the preliminary interviewing suggested that the informal processes of communication were most productive. Perhaps it is these informal processes that enhance the feeling of effectiveness in communication.

One community college administrator affirmed the role of informal communication when he said,

The informal communication network needs to be recognized and eventually built into the formal structure. It makes the structure grow, keeps it healthy, and calls for new formal networks.

Chartering is designed to formalize and strengthen what has hitherto been largely informal communication.

Receiving Information in the Form of Facts and Values

Kahn et al (1964) suggest that role ambiguity occurs when there is a lack of information as to expectations and standards. The information that is needed, according to Vickers (1965), must include both fact and values. In relation to receiving necessary information in the form of facts and values to satisfy demands for accountability (Question 14 and 15), the median response to the Community College Districts Chartering participants indicated they "often" have had necessary information about what was

expected in the form of both facts and values (Appendix G, Tables 12 and 13). High school district participants and the community college regional coordinator saw themselves as "sometimes" having such necessary information. The high school regional coordinators felt they "often" had necessary information in the form of facts, but only "sometimes" had the necessary information in the form of values. Community college respondents indicated that "sometimes" had information in the form of values from the state demands, with the range extending from "never" to "very frequently," while high school respondents saw themselves as "rarely" having necessary information in the form of values from the state.

A good deal of the perception of participants on the latter issue may involve their understanding of values. The comments of a community college regional coordinator were insightful at this point.

The trouble with trying to get at values is that values usually used in accountability are quantitative (e.g. number of people). We don't really have intrinsic values or broad aim worth. We need a different kind of value.

Communication Concerning Important Issues, Values, Standards and Satisfactory Evidence of Accountability

Chartering is concerned with the ability of individuals in the educational systems and their significant others to communicate regarding important issues, values, standards, and what will satisfy as evidence of accountability. In the question dealing with this concern (Question 16), Chartering participants in the community colleges at the local and regional level and in the high schools at the local level indicated a median response of "considerably" (Appendix G, Tables 14 to 17). One exception for the high school and regional community college respondents was a "moderate"

ability to communicate concerning values. Regional respondents at the high school level saw themselves as "moderately able" to communicate concerning issues and standards, and "partially able" to communicate concerning values and what will satisfy as evidences of accountability.

Community college respondents perceived themselves as "partially able" to communicate with the state concerning important issues, values and standards; "partially to moderately able" to communicate with the community concerning values; "moderately able" to communicate with the students and chancellor concerning values; and "moderately able" to communicate with the state concerning what will satisfy as evidence of accountability.

Respondents at the local high school level indicated they were "partially able" to communicate with the state in all these matters; "partially to moderately able" to communicate with the superintendent and community; and "partially able" to communicate with the assistant or associate superintendent concerning values. On the other hand, they were able to communicate "extensively" with the principal and director or Career Education concerning standards and what will satisfy as evidences of accountability.

This section of the report has attempted to clarify the perceptions of the Chartering participants concerning their educational systems, along with the practices and attitudes relating to accountability and communication, in order to portray the context in which the development and field testing of Chartering occurred. The information reported in this section evidences the extent of the perceived need on the part of participants for strengthening the communication and management process operating within and between the state, regional, district levels in Vocational Education. Chartering has been designed explicitly to strengthen these communication and management processes.

B. RESPONSES OF PARTICIPANTS TO THE CHARTERING EXPERIENCE

When Chartering was introduced into the context of Coast Community College District and the two High School Districts, what were the reactions and responses of those involved? What were the problems and difficulties encountered in the training and field test, and what was the extent of its use? The answers to these questions were obtained through follow-up interviews.

The field testing of the Chartering process was conducted according to the design described in the design section of this report (p. 11). It included two workshops and some additional technical assistance for most of the participants on an individual basis following the first workshop. Data on the participants' response to the instruction were gathered through observation during the two workshops and during the individual assistance of participants and through the elite and specialized interviewing. Participants were asked in the interviewing: "What has happened to you and to the critical issue which you selected for Chartering?" The participants' responses provided data on: (a) the extent to which they had completed the field test; (b) the nature of any difficulties which were encountered in learning the process; (c) the nature of any difficulties which were encountered in communication of their chartering map to significant others; and (d) the nature of general attributes of the chartering process as a whole. The main findings which emerge from the data will be reported according to the above categorizations.

The Extent of Completion of the Field Test

The data indicate that there is a strong positive relationship between the completion of the total chartering process and participants' statements that they intend to continue to use the process in the future. Following

the instruction and the preparation of a Chartering map, the participants were instructed to communicate their critical issue with one or more significant others for the purpose of validation. Almost all who completed this task were positive about the results. Approximately 24% had not yet processed or communicated their maps with significant others at the time they were interviewed, which was, in some instances, only a week or two from the time of the last workshop. In one school district this was within one week of the closing of school for the summer vacation. Most of these participants who had not processed their Chartering maps gave as the reason that they were very hard pressed for time at a very difficult time of the year. Over half of this group stated that they intended to follow through and finish the communication. Approximately 32% processed their maps with significant others in the workshops. The second workshop provided this opportunity, since some of the top administrators within each district were present at each workshop. Approximately 14% had processed their maps with significant others in addition to those which were processed in the workshops, but had not yet received any results from the communication. Approximately 30% had processed their maps with significant others and had received positive results. The data indicate that the main variable affecting completion of the chartering process was the lack of time to do so at the end of the school year. In several cases, significant others were reported to be out of town for several weeks at the very time when the processing would have been taking place.

Approximately 76% of the participants indicated that they intended to use the chartering process in the future. Approximately 60% of those who indicated that they would not use it themselves stated that they would appreciate others using it to communicate with them. Those who do not intend to use it gave as their reasons that their own methods were satisfactory for them or that they didn't need a tool such as chartering in their present

jobs. This does not mean that they would not use Chartering if it were expected of them in their jobs.

Difficulty Encountered in Learning:

Most of the participants were able to learn to use the Chartering Process in a relatively short time (6-8 hours). There were, however, a few blocks to learning which were observed by the chartering team and reported by the participants. Several of the participants admitted that they were closed-minded to learning at the beginning. They stated that this was due to: (a) work overload at a busy time of the year; (b) resistance to authority in laying the project on them from the top; (c) resistance to learning a new system and a new vocabulary which was different from, although compatible with, the management by objectives system with which they were already familiar; or (d) low morale attributed to general conditions in their particular district or work situation. Most of the above blocks to learning were overcome through participants seeing the potential value of chartering from examples of each other's Chartering maps and through individualized technical assistance which helped them to transcend their misconceptualizations or initial resistance to the process.

Difficulty Encountered in Communication:

The participants who had the experience of working through their Chartering issue with one or more significant others were very positive about the benefits. There were, however, several blocks to this process which were mentioned by the participants. They are: (a) difficulties in getting people together during the particular period of the year that the field test required; (b) reluctance on the part of a few participants to process a sensitive political issue due to the risks of bringing up that issue at a wrong time; (c) bias on the part of a few significant others against mutually negotiating

a particular issue; or (d) discovery that the issue was not theirs to pursue. The Chartering Process will be facilitated to the extent that those involved anticipate these and similar difficulties and seek to avoid or overcome them. For example, technical assistance can be provided to participants for the purpose of analyzing the forces which are operating in a politically sensitive issue so that reluctance to bring it up will be overcome. Emphasizing that Chartering is a process which demands that persons involved be open to seeing an issue from several viewpoints may be important for the instructors to mention repeatedly in order to counteract those who have tendencies to take rigid positions on issues.

General Attributes of Chartering as a Whole:

There were a number of general attributes of the Chartering Process which were reported during the interviews. The following examples provide the range of their responses:

It is academically sound, a dynamic essential model.
It's also a mode of inquiry.
Chartering is a road map for a complex critical area.
It helps others to see where you are going.

It is a tool that provides you with a handle with which to get a hold on a complicated hazy issue.

Chartering provides you with a framework. You can't operating out of the seat of your pants anymore. But with chartering providing you with a framework, you are in business.

It is a logical common sense approach. It formalizes what we have had to do when we have been working well naturalistically.

It can be an accountability tool. It can help an administrator to find out what others have accomplished.

I see it as a catalyst for moving the district. It can be used for letting people know what needs to be done and how to get it done.

It's an organizational development tool.

Chartering is an early warning light for difficulty or trouble. It can help you spot changes in time.

It is an ax which cuts through the "pearly words" and gets at the facts.

It is not problem centered, but solution focused.

There tended to be some skepticism and resistance to learning at the first. However, during and after the training, this gave way, for the most part, to an attitude of appreciation and to an expressed intention to use Chartering in the future. Those participants who were highest in positions of authority tended to see the tool as leading to accountability or control; those who were lower in authority tended to see Chartering as a means of providing development and change in the system. Those who want change in the system, tend to see Chartering as a favorable tool. In short, the data indicate that those who used Chartering most extensively found it to be of the most value.

C. PARTICIPANTS' PERCEPTIONS OF THE MOST BENEFICIAL USES OF CHARTERING

Benefit can be viewed from a variety of perspectives. In the previous section certain attributes of Chartering were seen as beneficial by the participants of the Chartering Project. In this section of the report benefit will be linked to usage in a management function. This is particularly applicable since one of the primary objectives of the project is inquiry into the feasibility of Chartering as a management tool.

The beneficial uses of Chartering related to the functions of management which were reported by the participants of the field test can be classified into four major themes: scanning and selecting critical issues, planning and organizing, communicating and validating, and assessing and evaluating.

In turn, each of these themes has a number of facets related to it that were articulated by the participants.

Scanning and Selecting Critical Issues

One of the important functions of management is that of appreciating the internal and external environment. Appreciation can involve both being aware of something and placing a sufficiently high estimate or value on it (Vickers 1968). Appreciation is taking place when managers scan their internal and external environment or field of responsibility much as an infantry scout does under fire. In this situation he rapidly views his strategic position, identifies potential danger or opportunity spots, and gives them close scrutiny. He does not have time to gather all the facts, nor can he look at only what is in front of him. His task is to scan, prioritize, and select those areas which need careful scrutiny. His failure to do this well may result in a missed opportunity or a costly mistake (Etzioni, 1968, p. 284).

It was discovered in the initial interviewing that this management task was being performed by almost all of those interviewed in an intuitive manner. It was taking place without any conscious, intentional, or systematic approach. Approximately one-third of those interviewed gave evidence of having the difficulty described by Drucker (1966, p. 109) in the following quotation:

The decision has to be made as to which tasks deserve priority and which are of less importance. The only question is which will make the decision--the executive or the pressures....Pressures always favor yesterday... a top group which lets itself be controlled by the pressures will slight the one job no one else can do. It will not pay attention to the outside of the organization. It will therefore lose touch with the only reality, the only area in which there are results. For the pressures always favor what goes on inside. They always favor what has happened over the future, the crisis over the opportunity, the immediate and visible over the real, and the urgent over the relevant.

One administrator put it this way:

If you are always fighting fires, or chasing your tail, you are in trouble.

The data also validate Drucker's point that it is more likely that administrators will scan internally and neglect scanning externally. When asked to scan, prioritize, and select critical issues within and outside of vocational education at the federal, state and local areas, all of the local administrators would list issues at the local level. Only half of the local administrators listed any issues primarily related to state or federal concerns.

The data also indicate that participants viewed pressures and demands on a continuum. In scanning, pressures were seen as undifferentiated threats, uncertainties, and insecurities. Demands were less vague, more focused and indicated there was a requirement that was specific and must be answered. There seemed to be a need on the part of administrators to translate pressures into manageable demands. Many administrators also indicated that they were questioning, apprehensive, and sometimes defensive of demands that were impacting on their level. In other instances, specific demands identified in scanning were seen as legitimate and relevant almost automatically.

Those who have administrative responsibility at the teaching level of vocational education tend to scan downward. Some indicated that they were not paid to scan upward. It was just not their job. An administrator must clearly see himself as having authority or he will not see scanning as his responsibility.

In addition, the administrators reported that they generally receive information from the state and federal levels in bits and pieces. They have expressed the need for some process such as Chartering which permits them to scan information from significant others in order to get perspective on what is needed and what will be appreciated.

When participants were asked to select a critical issue for processing

through the Chartering format, approximately 75% selected issues that related to future proposals of new programs or parts of programs. Approximately 15% selected issues related to past or present performance where the intent through Chartering was to show some indication that a desired level of performance had occurred. Approximately 10% selected issues which needed a clarification of rationale where the intent through Chartering was to raise the consciousness of significant others to the need to clarify an issue for policy purposes.

The data indicate that Chartering makes a positive contribution to the management task of scanning, prioritizing, and selecting critical issues. Participants indicated that it helped them to identify new possibilities and sources of opportunity which had not occurred to them. It opened up new areas for consideration as a result of seeing scanning as a specific management task. It provided them with a format for focusing on a pressure and locating the critical issues in that pressure. Several indicated that scanning, prioritizing, and selecting critical issues had been neglected and that they intended to use Chartering to help them get on top of their day-to-day pressures rather than merely putting out fires. Four participants indicated that they were so busy that they would probably not scan in any systematic way. It tends to be true that those who may most need scanning may be the very ones who are least apt to do it voluntarily because of being caught in a vicious circle.

Administrators need to scan, prioritize, and select critical issues whether they use the Chartering format or not. The Chartering format makes the task more systematic thereby cutting down on costly omissions. The time involved is worth it if the issue is a critical one. If the issue turns out to be insignificant then the time invested is not worth it. It appears to be

less likely that unimportant issues will be selected if all the steps in scanning as described in the Chartering Process are followed.

Planning and Organizing

Koontz and O'Donnell (1972) look at planning as the most basic of all management functions, involving selection from alternative courses of action. It involves deciding in advance what to do, how to do it, when to do it, and who is to do it. Organizing involves the intentional structure to achieve goals and objectives. It can be assumed as a prelude to planning and, at the same time, a critical ingredient of it.

Contributing to planning and organizing, with the facets that are linked to them, was specified by 90% of the participants of the field test as a benefit of Chartering. Chartering was seen as a way of organizing which affected personal thought processes, as well as clarification and prioritizing of issues. A number of persons spoke of Chartering as enabling them to think of their issue in greater depth, removing tunnel vision, stimulating cross-disciplinary thinking, and opening up areas for consideration. As expressed by participants:

Chartering gets people to thinking about what they are doing, why they are doing it, and what they are expecting.

Global issues become visible.

This process promotes a disciplining of one's thinking.

Clarification as a benefit of Chartering took place in relation to perceptions, roles, responsibilities and issues. Participants stated:

The most important facet of Chartering is that it clarifies perceptions and facilitates them.

Chartering enables me to clarify in my own mind who is responsible to whom.

Chartering provides perspective and objectivity in relation to a problem or an issue.

This model has put into black and white many things we already do. It gives them sharper focus.

Clarification was provided in relation to demandor expectations, problem analysis, and even, according to two participants, in regard to their frustration. Further, it was anticipated that the development of new expectations and shifts in the specification of issues would necessitate further clarification.

Prioritizing was seen as an important benefit of Chartering, particularly in relation to prioritizing demandors, issues, and establishment of standards of performance. One participant suggested that setting priorities is critical when demands come from different levels of a system and from other systems.

In expressing the benefit of Chartering for planning, participants elaborated this to include program development, goal-setting, decision-making and job specifications. According to participants:

Chartering is an excellent mode for sitting down and coming to grips with the development of programs, including their rationale, values and standards.

The strength of the process is that it is not problem oriented, but solution focused.

It is a framework for decision-making.

Chartering removes the unreachable goals.

With Chartering you are in business. With this approach you can't operate by a "seat of the pants" method or in a reactional mode.

In the process of decision-making, a further benefit of Chartering was seen in the provision of alternative standards of performance and alternative strategies to meet one's goal. Participants stated:

Chartering educates as to possibilities that are available to a person.

I like the alternative ways to go.

This process discovers blocks to movement in oneself and in the system.

As the planning unfolds and takes the shape of the Chartering map, the whole of an issue is presented as well as its pieces. Of the participants who acknowledged that this occurred, most of them perceived the portrayal of the whole as most beneficial. They observed:

Chartering pulls everything together.

My subordinate has a tendency to look at pieces; Chartering enables him to look at the whole.

The whole of the Chartering is most beneficial, rather than the pieces. The pieces contribute to the conciseness of the whole.

Communicating and Validating

Another important function of management is that of increasing the transmission and flow of messages. This involves not only the flow of facts which are essential, but also the communication of values and the way that facts and values fit together to form an understanding of the whole of an issue. Vickers (1968, p. 83) states this critical need in communication as follows:

By failure to communicate I do not mean failure in means to transmit, store and process information...I mean failure to maintain...appropriate shared ways of distinguishing the situations in which we act, the relations we want to regulate, the standards we need to apply, and the repertorium of actions which are available to us.

Communication also involves what McGregor (1957) called the human side of enterprise: that is, the needs of persons to be understood, trusted, and listened to in decision making. As programs become more complex, and decisions need to be arrived at with greater speed, it becomes increasingly

important for those who have management responsibility to communicate with clarity, accuracy, brevity, and adequacy in the context of mutuality, so that consensus can be built into the implementation of activities.

Approximately 85% of those who participated in the field test of the Chartering Process made reference to the capability of Chartering in contributing beneficially to the communication function of management. Some of the participants reported that Chartering tended to open up communication. They also stated that the Chartering Process tended to bring people together so that they could discuss complex important issues in a style that contributed to participative management. Others emphasized the value of feedback which they received through Chartering. Still others emphasized that the Chartering Process contributed to building consensus along with educating others to the possibilities of performance related to a critical issue. Contributions of the Chartering Process to each of the above functions will be reported in turn.

1. Chartering Contributes to the Human Side of Management

Almost half of all those who participated in the field test reported that Chartering made a positive contribution to inter-personal relations.

It makes people less defensive and irrational when the issues are highly emotional with a lot invested.

It is a way to communicate about sensitive issues without getting upset.

Chartering helps you to be more tolerant of others.

I came to appreciate....more as a result of understanding what he was trying to do.

It provides insight into others' values and jobs.

Chartering contributes to a team building spirit.

I became aware that people are positively behind me.

2. Chartering Contributes to Increasing Feedback

Many of the participants mentioned that Chartering had helped them to set in motion a two-way feedback process between themselves and their significant others.

Chartering really encourages feedback. I can find out just where I stand with....He also knows what I really think about my work and what I want to do.

It tends to relieve the top down syndrome. I think that I was able to give him information which he needed and did not have before. What he told me about constraints on him helped me to understand his decision.

After discussing....'s Chartering map, I know now what happened with his program, what the alternatives are, and what can be expected in the future. I didn't have to do a lot of reading to find out. It was all in front of me.

3. Chartering Contributes to Building of Consensus

Most of those who perceived chartering as making a contribution to communication reported that it contributed to the encouragement of agreement and consensus. Two top administrators and others saw this benefit as being the strongest contribution of the Chartering Process:

It brings people together and helps to build teamwork.

It gets dialogue going and people discussing.

Chartering puts everybody on the same working ground. Everyone can talk the same language about an issue.

With chartering, you can have meetings with different mixes of people productively. It gives a basis for people to take a similar stance.

It is a good technique to identify problems and make sure that people are on the same wavelength.

Its capability for consensus building is chartering's strongest asset.

4. Chartering Contributes to Educating Others to Possibilities

A number of participants mentioned the need to lift the sights of

their significant others to new possibilities that had been discovered or envisioned by them in their area of programming. They wanted to communicate effectively so that significant others would see what they were seeing. Chartering provided a format for some of the participants to present these possibilities to their significant others. Some of their reports are as follows:

It helped me get their attention about what I really cared about. It let them know what was possible in my area of responsibility.

It provided others with explanations they would probably have overlooked.

Chartering helps you get right to the point. It lets others know what the important alternatives are.

It helps you present the facts and the values in a clear, comprehensive method of presentation.

I think that they changed their opinion upward about what could be done.

5. Chartering Contributes to Holistic Communication

Holistic communication has been described by Rhyne (1972, p. 93) as a brief communication which provides a map of the whole for complex issues. It is an increasingly important form of communication for administrators who need to know the essential overall picture of many complex areas without spending valuable time in researching each issue in order to understand what those who report to them are undertaking and implementing. Most of the demandors (those to whom chartering maps were presented) reported that chartering made a contribution to this function of communication.

It helped me to see the whole and the essential parts. I became informed very quickly concerning the alternatives which were possible. It saved me a great deal of time in researching the issue on my own. I could make a responsible decision.

Chartering provides you with a map of what the person

reporting to you thinks is the territory over which he has responsibility. You get to see that territory fast.

6. Limitations and Facilitators which Affect Chartering's Contribution to Communication

A few persons interviewed mentioned the following circumstances which may tend to limit the effectiveness of chartering in facilitating communication: (a) reluctance of persons to come together to validate the chartering maps; (b) suspiciousness and lack of trust of some administrators; and (c) unwillingness of some persons to risk open communication relating to standards and expectations on politically sensitive issues. The reluctance of persons to come together was overcome to a great extent in the field test by the statement that it was the official policy of the Districts involved to try Chartering. Analysis of the data indicate that a number of participants overcame their lack of trust and suspiciousness as a consequence of using a tool which made it possible to communicate without getting too emotionally upset. Many found themselves more willing to discuss specifics with those with whom they had had communication difficulties. It has been found that although these limitations are important, Chartering itself can be a tool to overcome them in the system.

Facilitating factors which helped Chartering to make a contribution to improving communication were also reported by some of the participants as: (a) administrators who prized participatory management and welcomed two-way communication; (b) participants who were willing to be flexible with their negotiations and who did not see their Chartering maps as frozen; and (c) administrators who officially adopted Chartering and encouraged its use by those who report to them. There tends to be a multiplier affect in benefit if there is familiarity with the format of Chartering on the part of large numbers of persons who communicate with each other in a system.

7. Chartering Related to Other Communication Formats

In relating Chartering as a communication format with other communication forms, the data indicate that the participants saw it as complimentary and not supplanting of the following: (a) informal communication through memos, telephone conversations, and personal interaction; (b) formal reports; and (c) various forms of management by objectives (MBO). Chartering was frequently seen at first glance as another form of MBO. When this occurred, it gave some conceptual problems to the learners. Upon closer examination on the part of the participants, however, Chartering was seen as complimentary to MBO, since Chartering helps the administrator identify which objectives need particular attention. Further, Chartering helps an administrator establish for himself and significant others the meaning of performance levels achieved in relation to those objectives.

In summary, the beneficial contributions of Chartering to the management function of communication are: (a) increased positive human interpersonal relations on the human side of management; (b) increased two-way feedback between persons with mutual responsibility; (c) increase concensus between demandors and those who report to them; (d) increased awareness of possibilities on the part of demandors; and (e) the increased use of holistic communication.

Assessing and Evaluating

A fourth management function to which Chartering was seen as contributing was assessing and evaluating. This function is concerned that results are achieved and how they are achieved. Assessing by significant others, as well as self-evaluation, can inquire as to the extent that demands and expectations have been satisfied, or that the worth or value of a program has been adequately evidenced. Criteria of what satisfied vary, as do acceptable

evidences. The reader's attention is called to Appendix B, pages 12 and 13 for classifications of criteria of effectiveness and types of evidences that may be needed to satisfy demandors.

Contributing to the assessing and evaluating processes was referred to by 75% of the participants as being a benefit of Chartering. General comments alluded to the capability of Chartering as a tool enhancing good evaluation, as adaptable within a total program evaluation, as a road map contributing to assessment, and as leading toward accountability. One participant saw it enabling a nonthreatening evaluation. It was viewed as contributing to self-assessment as well as to the assessment of others. Participants reported:

Chartering enables you to find out where you are now and what is really happening in your program.

This process tells you where others are in their thinking and in their program.

Chartering contributes to an accountability process; accountability in relation to those above and below you, and accountability in relation to yourself.

In the interview question which refers to an accountability function--"Does Chartering help you to satisfy demands or pressures or to have your program appreciated as a satisfactory one?"--almost 60% of those responding answered highly affirmative, 30% with reservation, and 10% answered negatively. A number of those who answered positively, but with reservations, indicated that they had not yet had the opportunity to experience this in Chartering. Those participants who answered negatively indicated that they answer to themselves or that they have no problem with demands. They stated:

I have no problem with demands or need to check out expectations.

I don't have to show any particular level of achievement.

As a tool for accountability, Chartering is seen as clarifying responsibilities--one's own and other's. In addition, it is depicted as clarifying intents. One participant observed:

I see this as a monitoring system--between educational systems as well as within a system. With Chartering you are able to clarify intents, follow through, then ask if the agreed upon intents were fulfilled.

Chartering was further seen as contributing to accountability in clarifying the expectations of significant others. This facet was mentioned by a fourth of those participants who were in the demandee role.

Chartering lets you see what others see as significant.

It clarifies demandor's expectations, and then provides the opportunity for me to look at them in relation to mine.

This approach enables you to put demandors in order or prioritize them.

One participant indicated that expectations were changed as a result of the facilitators and limitations that were a part of the Chartering map.

As an accountability tool, Chartering is seen not only as contributing to clarification of intents and expectations, but also to specification of results. Participants observed:

Written demands want something like a Chartering response.

No longer do we have just claims, but facts to back them up.

This gives specific evidence of accomplishment.

Chartering lets you provide evidence to exceed expectations.

Through this process there can be an explanation of why things didn't get done.

Chartering gives less opportunity to cover, cloak, and hide that which may affect the decision. There is no poorer decision than one that is made without explanation.

In his concern for accountability and the development and maintenance of meaningful programs that have relevance to demands, one administrator

gave the following illustration of where Chartering might have contributed.

A new _____ program was started and a good deal of money was put into it. But the students won't take it. Why? Someone had a desire for _____ equipment in the District and they began the program to satisfy that desire, assuring everyone that it would involve many students. But they have responded only on a small scale. Chartering might have assisted an accurate assessment of the relevance and demand for such a program.

When demandors in the field test were asked if they were satisfied with Chartering scales developed, 55% indicated yes; 15% not completely and 30% reported they had not received any Chartering scales. The latter response was due to the fact, previously reported, that a number of the participants did not complete the Chartering process, particularly in terms of communicating their Chartering map or scale to their significant others and receiving feedback.

Reasons for lack of satisfaction included a demandee who was unwilling to Charter, insisting on only one outcome; and disagreement as to relevancy or criticalness of issues. One administrator indicated that his satisfaction was related to the degree of involvement of the demandees in the Chartering process. In other words, he was very satisfied with the Chartering scales of those strongly involved in the process, and less with those not so involved.

A consequence of the assessing and accountability function to which Chartering contributes is an increase in appreciation of both specific individuals and priority issues. A number of participants indicated that this had occurred, some specifying that they had changed their estimation of other persons' abilities. More than 40% of the demandors who participated in the field test indicated they had increased their appreciation of particular demandees and felt themselves more tolerant of them. Those, of course, who had not interacted with their demandees would not have experienced this.

Appreciation can go both ways, illustrated by the comment of one demandor that he was affected negatively by the inability of one demandee.

D. CONDITIONS VIEWED BY PARTICIPANTS AS BEING MOST BENEFICIAL FOR THE USE OF CHARTERING

In the interviewing, the question was asked, "Under what conditions do you see Chartering being used most beneficially?" The strategy behind this question was to determine whether the participants perceived any conditions, restrictions or requirements that would affect the use of the process, in contrast to a rather generalized use. Responses of the participants fell into two categories: settings and prerequisites. Settings refer to the environment in which Chartering can take place, or a situation in which it can be used. These might include interpersonal or group settings, within a system or district (intra-system), or between educational systems (inter-system). Prerequisites refer to the requirements which, when fulfilled, enhance the use of Chartering. This section of the report will look first at suggested settings for Chartering, then prerequisites for the use of Chartering.

Intra-System Settings for Chartering

As previously noted, Chartering has been commended for use in interpersonal settings, particularly face-to-face communication between subordinates and immediate superiors. Many of those interviewed suggested that Chartering would be beneficial in a group setting in which members of the group would share their particular chartering issues in order to obtain feedback, or where all members of a group would work on the same issue using the Chartering format. Analysis of the data indicates that Chartering can be effectively used in communication within or between the following types of decision-makers or decision-making bodies: administrators, cabinets, staffs,

faculties, and interdisciplinary, community or interinstitutional committees.

Although the field test involved participants selecting their own issues and chartering them upward in their own organization, several persons pointed out that issues could be selected by administrators and communicated downward. This would enable using the Chartering format to obtain feedback to proposals, standards of performance, and expectations relating to outcome or results. One administrator suggested this would necessitate either persuasion or muscle; that is, attempting to convince regarding the value and use of Chartering, or officially requiring its use.

Inter-system Settings for Chartering

The use of Chartering between education systems (intersystem Chartering), such as between a local school system and the regional personnel of the state funding agency, was viewed as important. Yet for most participants, it was difficult to envision the intersystem functioning of Chartering. A considerable number of the district personnel reported that they had relatively few contacts with state level personnel. Those with the least contact were most skeptical about the potential of intersystem Chartering. A community college staff member voiced such skepticism as follows:

There is not really a design that will allow people at different levels to come together. We never will be able to Charter using people at the district, state and federal levels. Experience of the past has brought a sense of frustration.

On the other hand, another administrator suggested that he would like to see an additional Chartering project that would bring together persons from the student level up through the federal level.

Data from interviews indicate that those who are most responsible in the local institutions for interface with state personnel, and those at the state level who have responsibility for direct interface with local

school administrators were, on the whole, enthusiastic about the potential of Chartering to facilitate communication on critical issues. This potential use of Chartering seemed possible especially when such interaction was built into the job specification of both state and local administrators. A regional coordinator suggested the following requirements for the involvement of regional personnel in intersystem Chartering with local districts:

- (1) It has to be tied to the financial commitment of Vocational Education money.
- (2) It has to be a part of his official role.

Prerequisites for the Use of Chartering

Prerequisites for the use of Chartering that were specified by the participants of the field test included the following: more time, training, willingness to use Chartering, official adoption of Chartering, a participation management style, and the Chartering issue needs to be a critical issue. The requirement of more time was mentioned by 22% of the participants. This, no doubt, reflects two factors: (1) the personal time overload which was voiced by so many participants, and (2) the difficulty encountered due to the Chartering field test, of necessity, occurring at the end of the school year. The additional time that was needed by most participants was time to communicate and receive feedback on their Chartering maps, and then, the extremely important experience of "Chartering over time." By this is meant what happens after the initial phase of Chartering. The Chartering process includes the following four steps:

- (1) Scanning and selecting critical issues
- (2) Mapping the essential parts of a critical issue
- (3) Communicating and validating maps of critical issues with significant others

- (4) Reporting evidences of performance, value, and worth to significant others

(See the companion Instruction Manual for greater detail.)

If the program administrator is merely reporting on a terminal program, Chartering stops here. On the other hand, if an on-going program is being Chartered, the following are procedural steps which expand Step IV above and permit Chartering over time:

- (1) Implementing the program that has been Chartered.
- (2) Obtaining and processing evaluative feedback about the program. The results of this process can then be used by the staff and be communicated to significant others for the purposes of improving or justifying the program.
- (3) This feedback can also be used as the basis of the next round of Chartering (e.g., Rechartering).

Another prerequisite for the use of Chartering that was identified by 40% of the participants was the need for training in Chartering. This facet will be discussed further in the cost-benefit section of the report.

A third prerequisite voiced by a number of the participants was willingness to use Chartering. The following comments illustrate the support for this prerequisite.

The more people that are willing to use Chartering the better.

Chartering will work any place that people are willing to use it.

Approximately 20% of those involved in the field test spoke of the need for a district to officially adopt Chartering as a management or communication tool. One of the attitudes that was prevalent during the field test was that this was not an official way of doing things, but only one that

was being tested. A number of persons spoke of a limitation in their Chartering experience in that only some of the persons in their institution were familiar with it. This comment was particularly evident in the high school districts.

A few persons called for a prerequisite of a participative management style or open-minded administrators in order to use Chartering. The following comments reflect this concern:

Whether Chartering is successful or not will be determined in relation to the degree of trust that is established. Mutuality necessitates trust. Structure is not the critical ingredient, style of behavior is.

When responsibility is truly delegated, Chartering will work.

What is needed is an open-minded administration; otherwise there is no awareness of the potential of change.

But other participants reported that Chartering was effective with non-participative types of administrators, facilitating communication with them and improving the decision-making process.

A final prerequisite is one that keeps surfacing in different aspects of this report. It is the prerequisite that the issue Chartered needs to be a critical one. More than one-fourth of the participants urged this requirement of Chartering. One might question whether this prerequisite developed from the participant's own realization or as a result of the training sessions, since the selection of critical issues using the criteria of importance, appropriateness, clarity and ability to respond (Appendix B) was stressed in the workshops. Whatever the motivator for recognition of the use of a critical issue, the important matter is that those who use the Chartering format fulfill this prerequisite. The time and involvement necessitated by Chartering is wasted if the issue is not one of priority.

There is the possibility that persons involved in Chartering will evolve their own criteria for a priority issue. During the field test, an administrator and a regional coordinator who were interacting regarding a number of issues, agreed that they would use Chartering when what was being asked for was one or more of the following:

- (1) A request for Federal or State funds
- (2) A clarification of legality
- (3) Action concerning a problem or priority issue
- (4) Development of a new program or revision of an existing one.

E. PARTICIPANTS' PERCEPTIONS OF THE COST-BENEFIT OF CHARTERING

The objectives of the Project call not only for a report of Chartering's feasibility, but also its cost-benefit. An analysis of the participants' perceptions on this issue will be reported.

When asked what were the costs of Chartering, most participants saw costs as related to their regular work. As a consequence of this perception, direct fiscal costs were seen as negligible. The costs that were most mentioned were those relating to time, training, materials, and psychological effort.

Approximately 75% of those who participated in the field test reported that the only significant cost of Chartering was time. 25% mentioned the cost of training. Approximately 20% referred to costs which were related to mental effort.

Those who mentioned time as a cost, made statements as follows:

Its main cost is time, but it is worth it.

It cost time, but it's time that helps you to do your job.

Those who reported that they saw training as a cost were referring to

the cost of consultants or instructors for the workshops. There seemed to be a difference of opinion as to the extent of training necessary to initiate Chartering. Some considered four to eight hours sufficient. A few felt that more training time was needed along with individualized technical assistance outside of the workshops. No one indicated that Chartering could be self-taught. Rather, there was common agreement that training about Chartering can best be done in workshops where individual attention to problems of the learners can be made available. If individuals receive technical assistance in selecting issues and in using the format, the training became more than an academic exercise. The cost of materials for the workshops was considered to be minimal.

One person reported that the morale of the teachers is affected adversely any time they are taken out of the classroom for in-service training. Chartering is a management and communication tool designed for use with and by administrators rather than teachers. In those cases in which a teacher has a part-time assignment to engage in the administration of vocational education, both the time spent by such a teacher-administrator in learning how to charter and in Chartering itself, needs to be explicitly considered to be part of their administrative rather than their teaching load. There is some evidence from the field test that some teacher-administrators are expected to administrate vocational education with a very small proportion of time. Their administrative time, moreover, falls at fixed periods each day which vary from individual to individual. This makes it very difficult if not impossible for them to engage in in-service training experiences during week days, during class time. Rather than becoming involved in costly and resented released time of teacher-administrators during class time, it seems advisable that the training be provided at one of the following times: (a) after short

scheduled days; (b) after a vacation period before instruction begins; (c) after class hours; or (d) during hours that teacher-administrators do not teach if these are coordinated within a district.

Approximately 20% mentioned that Chartering had some psychological costs. These participants mainly were referring to efforts in learning a new way of thinking and organizing. Others referred to stress resulting from changes in patterns of communication or in the implementation of changes in programs affected by decisions made as a result of Chartering. Still others mentioned that it demanded real effort to think the issues through.

Most of the above-mentioned psychological costs are present in the administration of any system regardless of the management tools used. Some of the above psychological costs are related to what Schone (1971) calls "dynamic conservatism," which is the tendency of persons in organizations to resist changes which may be perceived by them to be threatening to their positions or to require shifting of changing of efforts or functions, even though these same persons may see the changes as being in the best interests of the organization. One person commented:

It really costs if you can't stand threat resulting from change.

There are also psychological risks involved in open communication.

One person exclaimed:

It takes a lot of courage to bring the electric kind of issues out in the open.

Chartering requires you to put your cards on the table and to receive feedback. It's a risk to know what others think sometimes. But it also is a risk not to know.

Almost all of those who mentioned that the major cost of Chartering was time also indicated that it was worth the time if the issue chartered was a critical one. One demander, after having a charter explained to him as a

basis for making a critical decision said:

What I like about it is that a very complex issue with its alternatives was laid out for me. I could understand it without doing a lot of reading. I was able to tell where we were and where we wanted to go and what we had to do it with. I could make a good decision in a minimum of time.

There are several conditions which were mentioned which could affect the positive cost-benefit outcomes mentioned above. They are: (a) type of issue; (b) extent of its use; (c) acceptance by official bodies; and (d) relation to other management tools.

The issue must be a critical, complex one or the time involvement is too great to justify Chartering. The greater the use of Chartering, the more proficient the persons who use it become. This affects the cost benefit in a positive way. Also the more persons who use it, understand it, and accept its use in the system, the greater the benefit in time savings. However, to introduce Chartering into a system and then abandon its use would obviously be wasteful. Further, to introduce Chartering to persons who do not need to use it or whose job does not give them authority to use it would not be sensible. Official approval and encouragement to use the Chartering format when appropriate would provide a favorable situation for benefits to be realized. This would encourage maximum use and would insure that subordinates would be saved from the risk of working on an issue using the Chartering format only to have a superior reject the process because it did not fit the accepted communication pattern.

Besides saving the time of the demander or significant other in understanding the issue at stake, it may also save secretarial time in the preparation of longer narrative reports and proposals that may have to be redone after the negotiation on the issue takes place. One person commented:

On the surface Chartering appears to take excessive time, until tried. It may not be worth the time if the issue is a simple one. It may take more time to prepare a charter than it does to prepare a memo, but the benefits far outweigh the costs on critical issues.

Chartering was seen by almost all of the participants as cost effective (i.e., its benefits in efficiency and effectiveness outweigh its costs). The following comments are illustrations of this point of view as expressed by participants:

It is an inexpensive way of arriving at decisions.

It will definitely save money on new proposals.

It will result in ultimate savings, because anything thought through and planned is a better investment.

Chartering is a net savings financially. It may cost initially, but it will save in the long run.

F. ASSESSING THE FEASIBILITY OF ADOPTING CHARTERING

The contract for the Chartering Project calls for an assessment of the feasibility of Chartering as an operational process. In order to summarize the data relative to the feasibility question, it becomes necessary to identify the factors which are most likely to affect the successful adoption of Chartering. Glaser (1972) has identified several factors which are important to consider in the successful adoption of research and development findings. These factors will be used as a framework for summarizing the data in relationship to the feasibility of adoption of Chartering as an operational process.

Feasibility Related to the Characteristics of Chartering

The feasibility of Chartering being successfully transferred to other settings depends in part upon the following characteristics of Chartering: (1) credibility; (2) observability; (3) relevance; (4) relative advantage;

(5) ease in understanding and usability; (6) compatibility; and (7) triability, divisibility, or reversability.

1. Credibility: The field test provided evidence that the participants considered the theory upon which Chartering is based to be credible. None of the participants questioned the academic soundness of the management assumptions upon which Chartering is based. The format of Chartering was shared with vocational education administrators at the federal, state, and local levels. At each level the response was positive to the soundness of the theory.

2. Observability: The field test provided evidence that participants understood the format of Chartering fairly quickly when they were able to observe others using it. There are examples of chartered issues included in the Instruction Manual. It has been found to be very helpful in the instruction to show examples to participants in the training sessions about Chartering. These examples may also be helpful in showing interested administrators what the nature of the outcomes are so that they can have a better idea as to the value of providing Chartering as an in-service training activity. Chartering has the capability of being demonstrated in a relatively short period of time.

3. Relevance: The field test provided evidence that participants perceived, for the most part, that Chartering could be used to assist them with their most important complex critical issues. The need to scan and select critical issues; the need to organize one's thinking and clarify one's plans; the need to communicate, validate, and arrive at consensus with significant others; and the need to provide evidence of performance along with the value and worth of what one has accomplished are all imperative tasks for competent administrators. The field test provided evidence that

administrators saw Chartering as being relevant to these tasks.

4. Relative Advantage: The field test provided evidence that the participants considered Chartering to be cost-effective, particularly in relation to present practices. Fiscal costs were considered negligible. The cost in time was considered to be well worth it, if the issue was a complex critical one. The costs in terms of mental effort were mentioned, but they were also considered worth the effort, since the product provided them with greater clarity. In short, the benefits in terms of efficiency and effectiveness outweigh the costs.

5. Ease in Understanding and Usability: The field test provided evidence that most participants could understand Chartering enough to use it initially after two, three hour workshops combined with one or two hours of individual tutoring from consultants. Additional time in the workshops is recommended in order to provide participants with further variations of its application. Technical assistance to individuals is essential. A number of participants expressed surprise at how easily they picked up the concept and were able to use it on an important issue. Very few had difficulty in grasping the format after they had seen several examples. Participants saw it as usable inter-system as well as intra-system (up, down, or lateral). They saw it being used also in the following settings: (a) in one-to-one communication between subordinate and immediate superior; (b) in groups in order to obtain feedback or consensus; (c) in groups of specialized staff persons from separate institutions; (d) in institutions where input is desired on the same issue vertically on all levels; and (e) in situations where an issue needs to be communicated downward in order to obtain feedback or consensus.

6. Compatibility: The field test provided evidence that participants considered Chartering to be compatible with their existing management procedures.

Little, if any, change in administrative structures were considered necessary in order to make adequate use of this management tool. Chartering, moreover, was seen to be a compatible tool despite differences in administrative styles with few exceptions. In the High School Districts where decentralization has been emphasized for some time, Chartering was not only seen as compatible with decentralization, but also viewed by some as facilitating communication with the district offices.

Chartering was also seen as being compatible with management by objectives systems and a welcome addition to existing management tools. A few participants had difficulty in the beginning when they mistakenly thought that Chartering was another form of management by objectives. However, most participants found it easier to learn than their management by objectives system and welcomed it as a helpful additional tool.

7. Triability, Divisibility, or Reversability (capability to be tried partially without irreversible effects): The field test provided evidence that Chartering could be implemented with virtually all administrators involved in a system or with only a few. Chartering has the capability of being introduced to a few persons at a time without a system being irreversibly committed to it. It is possible for part of a system to use it without disruption in other parts of the system. However, it was found that there were advantages in its being introduced, authorized, and used by virtually all of the administrators. It is therefore recommended that, if possible, Chartering be introduced at all levels of a system simultaneously or in sequence from the top of the system to the bottom.

Feasibility Related to the Characteristics of the Potential User:

The readiness or capability of those who participated in the field test of Chartering contributed to the extent of their successful use. The four most relative characteristics of those who made particularly effective

use of Chartering are: (1) participative management leadership style; (2) openness to management innovations; (3) willingness to cope with resistance and overload; and (4) sensitivity to needs of others in the system.

1. Participative Management Leadership Style: The field test data indicate that those who saw the need for participation in development of new programs also saw Chartering as being a beneficial tool in the encouragement of participation and consensus building among administrators. Where administrators do not value participation in decision making in those who reported to them, motivation for Chartering is likely to be less enthusiastic. Support for Chartering at the highest levels within a system has been seen to be essential, and a leadership style which encourages participation is most conducive to its successful use.

2. Openness to Management Innovations: The field test data indicate that the district's administrative leaders, for the most part, were eager to find tools to increase the effectiveness of their positions and saw Chartering as a possible way to do so. Administrators at the regional level of the State Department of Education, Division of Vocational Education also indicated that they were interested in Chartering as a possible way to increase their effectiveness, along with the regional level staff of the Office of the Chancellor, California Community Colleges. Participants' responses to the questionnaire indicated that the main reason administrative personnel participated in the training was that they were requested to do so but that they also had an interest in learning about Chartering.

3. Willingness to Cope With Resistance and Overload: The fact that there were multiple demands on administrators in each of the districts and that the introduction of Chartering came at what most administrators considered to be an overloaded time of the year, created more than normal resistance

made it possible to proceed with the field test. This support appears to be very important to an in-service training program. Without it, it is doubtful that participants will come together initially or pursue in-service training.

4. Sensitivity to Needs of Others in the System: The extent to which participants are aware of and care about the problems that exist in the system as a whole tends to affect the willingness to participate in Chartering. Those participants who were most aware of critical issues affecting not only their own immediate programs but also the system as a whole saw a particularly great need to use Chartering to communicate beyond their particular level. Those who were preoccupied with their immediate concerns were less likely to see Chartering as their responsibility. Those at relatively low levels in the administrative ranks, however, often saw Chartering as a catalyst for positive program development or movement in the system. Those at the top frequently saw Chartering as providing a more adequate basis for administrative accountability or control.

Feasibility Related to Manner and Extent of Promotion

The manner of introduction and promotion of the Chartering in-service training has been found to affect its successful adoption in a system. The following factors have been found to affect the initial acceptance of in-service training for Chartering: (1) decision making mode; (2) personal contacts; (3) timing; and (4) attitude toward past performance.

1. Decision Making Mode: In the field test, the decision to undertake in-service training for Chartering was made by the administrators at the top without gaining approval or consent of those who were to receive the training. Letters were sent to participants by those in charge informing them about the training. Letters were sent to participants by those in charge informing

them about the training. Most participants knew little if anything about Chartering before the first session of training. The data also indicate, however, that many of the participants who came to see the value and worth of Chartering would probably not have come to the training voluntarily or have voted for it to take place.

Watson and Glaser (1965) point out that innovations begun arbitrarily are apt to fall flat and be discontinued, especially if they are out of harmony with preferences of those affected. Nevertheless, a "fait accompli" technique sometimes can be effective if the change itself has merit and needs to be experienced before its advantages become evident. It is recommended that a decision on the part of participants to undertake the training is desirable. The field test data indicate, however, that the merits of Chartering are recognized by participants after they have experienced the process, even though they had initial resistance due to their being required to participate.

2. Personal Contacts: Personal contacts were extremely important in the arranging for the training and in maintaining support for the effort while the training was taking place. The top administrators must be involved in authorizing and providing official backing if the training effort is to be taken seriously by the participants. Some participants need additional personal contact by key administrators or members of the training staff in order to clarify the value of the training. It was also found that individual technical assistance was critical for most participants in order for them to overcome conceptual errors which had blocked their progress. It is recommended that personal contact with and initial training for key administrators in each system contemplating Chartering training be instituted as the basic means for dissemination of Chartering.

3. Timing: The field test data indicate that training which takes place

too late in the Spring presents serious handicaps to the learning process. Therefore, it is recommended that in-service training programs for Chartering be conducted in the Fall or early Spring so that participants will have a longer period of time to learn and process their issues before the Summer hiatus. Chartering's values are strongly related to the need to plan new programs or to justify or revitalize on-going ones. Therefore, it is recommended that the in-service training program for Chartering be time to coincide with the need on the part of participants to use Chartering in the planning of new programs, or in revising programs which need strengthening.

4. Attitude Toward Past Performance: The field test data indicate that defensiveness on the part of participants about their past management performance was kept at a minimum during the training of the Chartering Process. This was due primarily to the attitude on the part of the administration and the Chartering Process training team that Chartering was an additional tool which could supplement the already developed management skills of the participants. Participants were not in any way told that the reason that they were being asked to learn Chartering was that they were deficient in management skills, and that they needed it. It is recommended that the Chartering process be promoted based on the assumption that it can be an additional skill to add to their management capability without inferring that they are deficient.

Feasibility Related to Facilitating Forces

The feasibility of Chartering being successfully transferred to other settings depends in part upon the following facilitating forces: (1) extent of change in the system; (2) openness of leadership to new ideas; and (3) extent of pressure from outside the system.

1. Extent of Change in the System: The field test provided evidence that the participants in the Chartering Process perceived the systems in which they worked as having experienced moderate to extensive change. In order to handle change which has been experienced through the fast growth of vocational education in the past decade administrators have had to cope with increasing bureaucratization. The accompanying difficulties in communication under these conditions provides a climate conducive to learning about new approaches to communication. It was found for the most part that when participants perceived that Chartering could help them cope with communicating in a changing bureaucracy, they began to view it positively.

2. Openness of Leadership to New Ideas: The field test provided evidence that the top administrative leadership in each of the Districts was open to new ideas in the practice of management. They were very supportive of efforts to upgrade or update methods of communication and management skills. Their support of innovation was found to be a very positive force in the in-service training effort, and in the continued use of Chartering in their systems.

3. Extent of Pressure from Outside the System: The field test provided evidence that there had been increasing attention at the state and federal levels for fiscal and programmatic accountability. Many of the participants in the Chartering Process saw the need to respond in some way to these increasing pressures. Chartering provides a positive and constructive way of responding to this need for a local system to respond to the accountability pressures coming from the state and federal levels.

The feasibility of Chartering being successfully transferred to other settings depends in part upon the extent to which these facilitating forces are operating.

VII. RECOMMENDATIONS

It is recommended that decision makers at the state and district levels consider the adoption of Chartering as a management and communication tool. Consideration of the adoption of Chartering involves decisions in relation to a number of critical dimensions. The following alternatives are provided in order to facilitate this decision-making process.

1. A primary decision must be made as to whether Chartering will be adopted, ignored or rejected. To ignore the process is to recognize that it exists, but to make no official statement as to its use or feasibility. In this case, school districts and individuals would be left largely on their own in considering whether or not to adopt Chartering, based on hearsy about it. To reject Chartering is to declare that after consideration of its feasibility and cost-benefit, Chartering is thought to be not acceptable as a management and communication tool for use in Vocational Education in California.

On the other hand, to adopt Chartering is, to some extent, to accept officially its use as a management and communication tool. Without adoption, not only is the use of Chartering left to individuals or districts, but also its role in inter-system management and communication is diminished. Decisions that need to be made once Chartering is adopted are presented below.

2. If Chartering is adopted, the question as to the scope or extent of adoption needs to be considered. To what extent and in what ways are the state, regional, and local levels to become involved? Is the entire state, one or more regions, or just a limited number of districts to be involved in Chartering? In the field test, Chartering involving state, regional and district in intersystem communication was perceived as having the greatest potential effectiveness. This conforms to Gephart's (1971) concern

that differences in decision levels and the constraints these levels imposed on decisions be recognized.

3. Another decision that needs to be considered is the nature of the adoption of Chartering. Clarification of the nature of adoption will establish the role of Chartering as a management tool and the way that it involves personnel. Further, it will establish the priority of the Chartering process in the time management of those personnel.

Chartering can be declared as mandated, encouraged or permitted. If it is mandated, it can involve all personnel or selected personnel (e.g., persons related to the administration of vocational education). When Chartering is encouraged, it is strongly recommended, but not mandated. If it is permitted, it is recognized as an acceptable management and communication tool that may be used in the system(s). To the extent that Chartering is established by policy as integral to the management and communication functions of the educational system, the growth of the premise that Chartering is a tool that can be used in addition to whatever else is done, thus relegating it to a luxury busy administrators can ill afford, will be prevented.

4. When Chartering is adopted, what is a desirable length of time for initiating it as an on-going communication and management process? Persons interested in rapid results and analysis might suggest a brief period of time (e.g., 6 months). On the other hand, several years might be recommended. Based on the experience of the field test, it is recommended that sufficient attention needs to be given to the following: the process needs a length of time that will allow for goal, policy and program development, as the development of communication linkages that adequately permit Chartering. This will provide more adequate training opportunities, and the maturation of the process that only comes through feedback, rechartering and modification of the process to meet the special needs of the educational system(s)

and its personnel.

5. Whether Chartering is mandated, encouraged or permitted, training about the process will be necessary. The question then arises regarding where the training will take place. Will the training occur on the state, regional or local level, or some combination of these levels? Possible alternatives, suggested by participants in the field test,

Each level might be trained separately,

State personnel might be trained and in turn train regional and local personnel.

Regional personnel might be trained and in turn train personnel at the other levels.

Local personnel might be trained at a state or regional workshop, and return to train other personnel in their system.

Whatever alternative is used, adequate training by qualified persons is needed.

6. This leads to the decision concerning the extent of training. Training of Chartering participants can be developed to include a number of components. Basic to the training is the workshop(s) component. It can be programmed in a number of different modules. The companion training manual provides further elaboration regarding the content and potential modules of the workshop. Besides the workshops, training components of technical assistance and on-going consultancy may be provided. It was found in the field test that consultancy enhances the on-going development of the participants' Chartering skills after the formal training period is over. Participants in the field test stressed, moreover, that, in their opinion, technical assistance is essential to overcome problems and difficulties the participants may encounter as they learn the Chartering process, and provide individualized assistance as the persons attempt to develop the Chartering issues and are

critical to them.

Adequate training and consultancy not only can help the Chartering participant in the process of learning, but also can assist the proper use of Chartering, particularly the choice of complex critical issues which lend themselves to Chartering and the development of the role of participative management, communication, assessment of results and re-Chartering in the administration of Vocational Education.

7. Closely related to the extent of training is the length of training. This might vary from the minimum of a half-day workshop to a two-day workshop, or two one-day workshops, plus time set aside for technical assistance and consultancy. Needless to say, this issue is, to a large extent, governed by the extent of training that is approved. It is recommended that care be taken to provide adequate time for training.

8. Given the need for training to whatever extent deemed feasible, the question arises, who will do the training. If adequate training is important for the implementation of Chartering, then so is the adequacy of the trainer. Possible alternatives as to the type of trainer(s) include the following:

The present Chartering training staff;

State or regional personnel trained by the present training staff;

Local personnel trained by the present training staff or by the trained state or regional personnel.

9. The final dimension concerning which a decision needs to be made is who pays for the Chartering process? Viable alternatives appear to be the state, the local district, or individual persons involved in Chartering. In regards to the latter alternative, persons eager to learn about a different

mode for management might be willing to pay their way. As is usually the situation, however, on that basis the persons who need it the most would be least likely to become involved. It may be that the most acceptable decision concerning the fiscal cost of Chartering would be for the state and local level to share the responsibility. The state might consider providing the "seed" money in the form of the services of training consultant.

In summary, it has been recommended that decision-makers consider the adoption of Chartering as a management and communication tool. Alternatives related to certain critical dimensions have been given to facilitate the decision-making process. No costs of adopting and implementing Chartering are foreseen other than the time of existing administrative personnel to be trained to improve their communication and management skills, and the cost of the training staff. As indicated in the findings from the field test, most participants declared that they felt that these expenditures would be more than justified, based on the anticipated benefits to Vocational Education in the State.

DEFINITIONS

1. Chartering
A management tool which provides a process by which two individuals or groups of individuals, in the same or related organizations, sharing different levels of the same mission of responsibility, can achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship.

The process is one whereby: critical issues are identified through scanning; essential parts of a critical issue are organized through mapping; agreement and validation are achieved through communication with significant others; and the performance record, value, and worth of programs are reported through showing evidences of accomplishment from past periods of time to the present.
2. Critical Issue
An important demand, decision, proposal, or programming opportunity which is appropriate to be handled within an administrator's area of responsibility; within the administrator's ability to respond; and which is in need of attention for himself or for significant others.
3. Scanning
A process whereby an administrator surveys very quickly the total field of responsibility in order to select critical issues which deserve attention for further clarification, decision making or communication.
4. Mapping
A process of designing a holistic communication on a critical issue by identifying the essential types of information which include: (a) specifications; (b) performance levels; (c) limitations and facilitators; and (d) indicators of standards and evidences.
5. Specifications
Brief statements which describe: (a) what the issue is about; (b) what program the issue is related to; (c) what values are being served; (d) who is significantly involved; and (e) what type of evidence is wanted.

6. Performance levels Brief descriptions of performance related to the issue, positioned according to excellent, very good, good, fair, and poor degrees. The content of these descriptions may be quantitative, or qualitative and may be either developmental or independent items placed in a rank order.
7. Facilitators Descriptions of factors or forces of a critical issue which are favorable to the implementation or acceptance of its performance.
8. Limitations Descriptions of factors or forces of a critical issue which are unfavorable to the implementation or acceptance of its performance.
9. Indicators of Standards A position indicated by "S" (Standard) which is placed opposite a specific level of performance, which, if achieved, would satisfy an individual. If more than one individual is involved, there may be more than one "S" which can be designated by "S" self, and "S" other, or "S" a,b,c, etc.
10. Indicators of Evidence A position indicated by "E" (Evidence) which is placed opposite a specific level of performance, which may indicate either the degree to which performance has been achieved in the past, or is being achieved in the present, or is intended realistically to be achieved in the future. These distinctions are made respectively: "E" past; "E" present; and "E" intended.
11. Types of Evidences One or more of the following categories:
1. A valued input (i.e. teachers, students, etc.) having gone into a program.
 2. A valued transaction (i.e., teaching-learning, reviewing, etc.) having taken place.
 3. Internal contingency (i.e., a logical relationship between the elements in a program) and congruency (i.e., between what was intended and what actually occurred) evidenced.
 4. A routine (i.e., a policy, a procedure, etc.) established or maintained.
 5. A balance (i.e., between graduates and graduates employed, between disadvantaged students and other students, etc.) achieved or maintained.
 6. A valued alternative (i.e., a more cost/effective procedure than previously employed) used for a critical factor.

12. Significant Others Any person or groups of persons who have a stake in, can be affected by, or can make decisions in relation to a program or an aspect of a program; and who need to be consulted in relationship to the program's performance or implementation.
13. Demandor A particular type of significant other on any level of authority who may make demands on a person or program and to whom some account must be given.
14. Communicating and Validating a Map of a Selected Critical Issue A process whereby a map of a critical issue is shared between two or more significant others and confirmation, consensus, or agreement is sought related to the specifics as well as the whole of the map including expectations for future performance.
15. Identifying Critical Issues by Source A process of scanning the following sources:
(a) federal and state outside of vocational education; (b) federal and state inside of vocational education; (c) district outside of vocational education; (d) district inside of vocational education.

APPENDIX A

NARRATIVE RELATING TO THE MODELS (Appendix B)

Model

1. When we look at the role of the manager, director, administrator, there are two aspects of sub-roles, according to Geoffrey Vickers and others, that we can look at: the executive role and the policy-setting role.
2. The executive role can be defined simply as one of implementing policy. Looking at it from a systems approach would involve focusing on the inputs, that is the goals, intents, and objectives, that go into the process in order to bring about outcomes, intended and unintended, manifest and latent. This perspective also includes feedback to determine the extent to which objectives have been realized, and provide redirection and new input to continue or alter performance.

Peter Drucker, in The Effective Executive, warns against focusing only on the executive role as tending to blind administrators to true reality.

"Unless the administrator makes special efforts to gain direct access to outside reality, he will become increasingly inside-focused. (p. 15)"

"The administrator must set aside time to direct his vision from his work to results, and from his specialty to the outside in which alone performance lies. (p. 30)"

3. This leads, then, to the policy-setting role or what Vickers calls appreciation, which refers to the internal and external facts and value judgments that go into formation of policy.

"Appreciation involves making judgments of facts about the 'state of the system,' both internally and in its external relations--reality judgments.

It also involves making judgments about the significance of these facts to the appreciator or to the body from whom the appreciation is made--true judgments. (40)"

Random House dictionary defines appreciation as "the act of estimating the qualities of things and giving them their proper value." An elaboration is given in the further statement that to appreciate is "to exercise wise judgment, delicate perception, and keen insight in realizing the worth of something."

4. One way in which the two roles of the administrator can be linked is by the chartering process. Chartering can be defined as a management tool or communication process by which two related organizations, sharing different levels of the same mission responsibility, can achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship. It is a process whereby internal and external facts and values are appreciated, appraised or scanned to clarify or establish policy which in turn will be implemented.

5. Looking at Chartering from the perspective of a management tool to enhance accountability calls for the appreciation of internal and external demands for accountability in order to provide on-target evidences of accountability. Chartering attempts to answer three questions:

Which policy or objectives?

Whose objectives?

What are the consequences of the results from objectives achievement?

Drucker calls for attention to results when he says, "The effective executives focus on outward contribution. They gear their

efforts to results rather than to work. (p. 24)"

6. In relating to outcomes or consequences it is important to determine not only immediate consequences, but also intermediate and ultimate consequences to the extent possible. A simplified example in vocational education might be the immediate consequence of completion of the course, the intermediate consequence of being able to get a job, and the ultimate consequence of holding the job or continuing one's occupational growth.
7. Putting all of these facets together, two additional things need to be clarified in relation to chartering. First, critical factors must be identified out of the demands for accountability upon which to provide evidences of accountability. Not all demands can or need be dealt with. Critical factors can be selected using criteria such as importance, appropriateness, clarity, and ability to respond. Second, evidences of accountability are provided not just in regard to outcomes, but to the whole of the executive role, including inputs, process, consequences and feedback in relation to their context or environment. This whole provides more accurate data on the critical factors selected on which to provide evidences of accountability.
8. Appreciation is a two-way process that involves an administrator and his significant others on the district, state and federal levels. The involvement may be concerned with understanding expectations and demands for accountability and providing evidence to meet these demands, or attempting to get significant others to appreciate the nature and worth of a vocational education program. William Gephart, research director for Phi Delta Kappan, in examining

multi-decision levels of education calls for different information at different decision levels.

"If evaluation is to serve decision-making, it must provide information on the same level that the decision is on."

Appreciation enables the vocational education administrator to determine the facts and values relating to significant others internal and external to his level. For example, the vocational education administrator in the local district can establish two-way appreciation in four quadrants:

- (a) Significant others from within the state and nation outside vocational education
- (b) Significant others from within the state and nation inside vocational education
- (c) Significant others from within the district outside vocational education
- (d) Significant others from within the district inside vocational education

9. Accountability is not only a matter of one person being accountable to another in relation to his role, function or responsibilities, but also may involve a network of actors or significant others. For example, a district vocational education administrator is directly accountable to his administrative superiors, and through them to the Board of Trustees, and, in turn, the public. But he is also accountable in varying degrees to students, instructors, other administrators, employers, state and federal officials, and their publics. Each of the actors can and does make demands for accountability upon other actors in the network. Each can be held accountable by others. An adequate accountability system must clarify the specific appropriate demands from each of the significant others and how evidences of accountability are produced and

processed to meet these demands.

10. Chartering attempts to make such a clarification, and then, through the process of arriving at mutually acceptable or negotiated levels of performance, proceeds to produce appropriate evidences of accountability which are perceived by the demandors as establishing accountability (satisficing) in relation to their standards.
11. In relation to model 7, it was suggested that critical factors or issues must be identified out of the demands and that criteria are needed to assist in a selection. Criteria for selecting critical issues for Chartering are importance, appropriateness, clarity, and ability to respond. (See page 105 of the models) In scoring the demand or issue, to the extent that the responses for each of the criteria falls on the right side of the scale, the issue can be deemed as having a high priority for Chartering.
12. The literature on accountability uses the term in a variety of ways. We perceived the need to organize the different forms into general systems defined by related form and criteria of effectiveness. These systems include: information systems, community control systems, professional competence systems, competitive systems, program review systems, management systems, and fiscal systems (See page 106 of models for definition)

It is important in appreciation of demands for accountability that they be identified with an accountability system and criteria of effectiveness, for to misread the nature of the demand might be dysfunctional. If the demand is in terms of a management system and the corresponding evidence is in terms of professional competence, no amount of data would satisfy the demand.

13. Another way of organizing the types of accountability, which may be easier to grasp, is related to the type of evidence desired by the demandor. These can be organized as follows:

1. Evidence of a routine established or maintained;
2. Evidences of valued outcomes for critical factors;
3. Evidence of internal consistency and/or congruity;
4. Evidence of a balance achieved or maintained;
5. Evidence of a valued alternative used for a critical factor;
6. Evidence of a valued input (e.g. professional);
7. Evidence of a valued transaction.

As before, the evidence of accountability that is processed needs to be sensitive and responding to the type of evidence that is demanded.

14. In the Chartering process when the critical factor is selected from the demands; facts, attitudes, opinions, and values collected; and the demand clarified in relation to an accountability system, then a chartering map (see page is developed. The Chartering map presents one rough outline of a program, existing or developed in relation to a demand or the criticalness of an issue, along with its critical components. Once it has been developed, the Chartering map can be used to facilitate appreciation of facts and values between the administrator and significant others and clarify expectations and standards that will lead to producing satisfactory evidences of accountability. The following steps are involved in using the Chartering map.

1. A program administrator identifies what he considers to be a critical issue.
2. He briefly portrays or maps that issue, the program to which it relates, and specifies what he sees to be the program's value in relation to the issue.

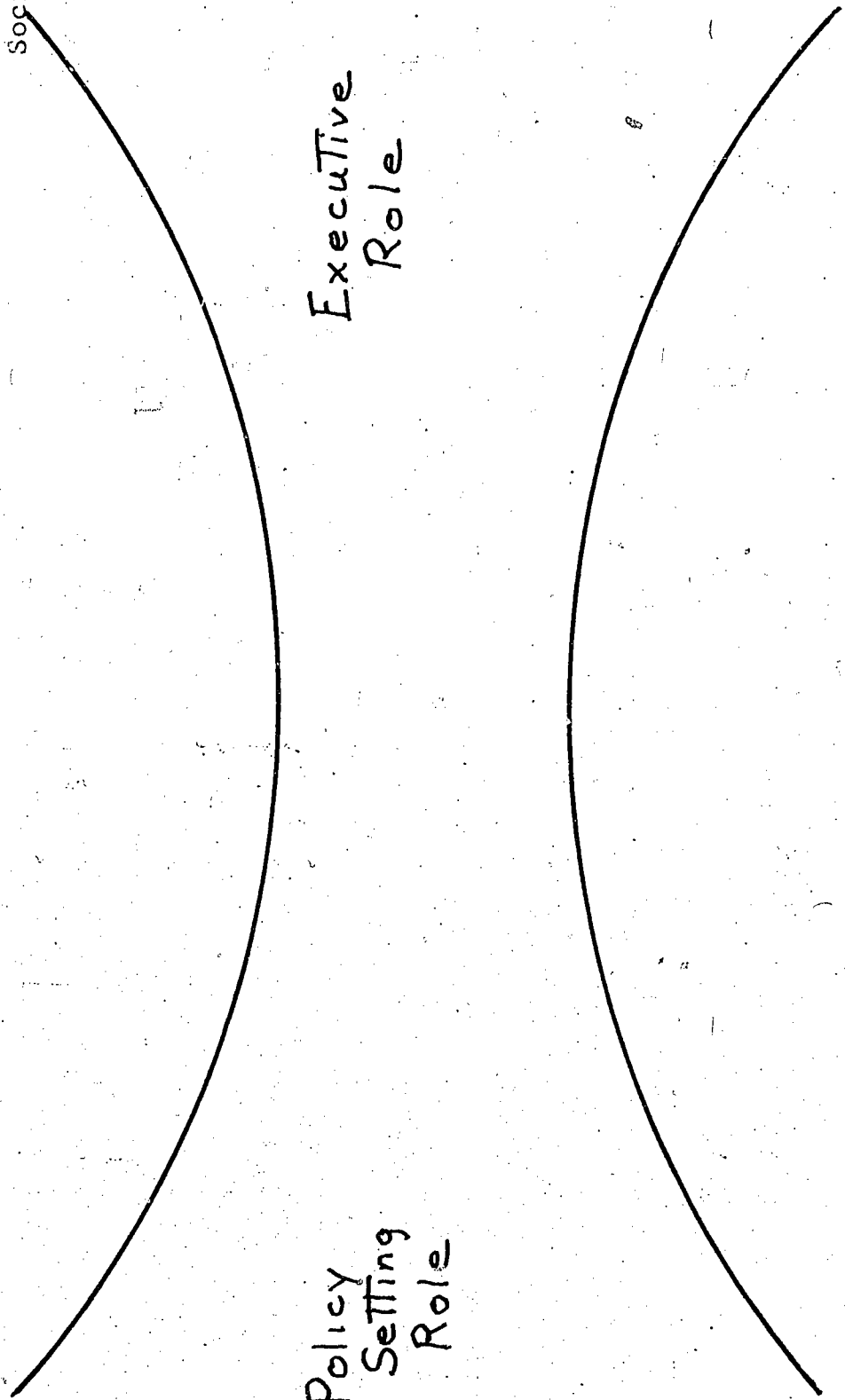
3. He summarizes what he considers to be the main limiting and facilitating factors or forces related to the issue.
4. he describes what he considers to be the main performance levels if the issue were to be dealt with in an ideal, excellent, very good, good, fair, and poor manner, given the limiting and facilitating forces specified above. The substance and form of the performance levels vary depending upon the issue and the type of evidence which the program administrator determines would be appreciated by significant others. For example, some performance levels describe numerical increases in aspects of a program; others describe increasingly complex components of a program, alternative components of a program, or alternative ways of programming.
5. On the resulting continuum, ranging from excellent to poor, he specifies the performance standard (S self) which he determines as personally acceptable or satisfying, given the limiting and facilitating factors. If standards of any significant others are known, they too are indicated (S name) on the continuum.
6. Also on the continuum, he specifies the evidence (E) of past and present performance (E Past and E Present) and the performance (E Intended) that would satisfy his own value-standard for the issue.
7. He then uses this chartering map to communicate the nature of his program with significant others. This makes it possible for significant others to clarify and

validate the chartering map, adding or modifying aspects of it to reflect their perceptions, and to specify their expectations for the program in the light of their value-standards.

Roles of the Director / Administrator

Based on:
Vickers

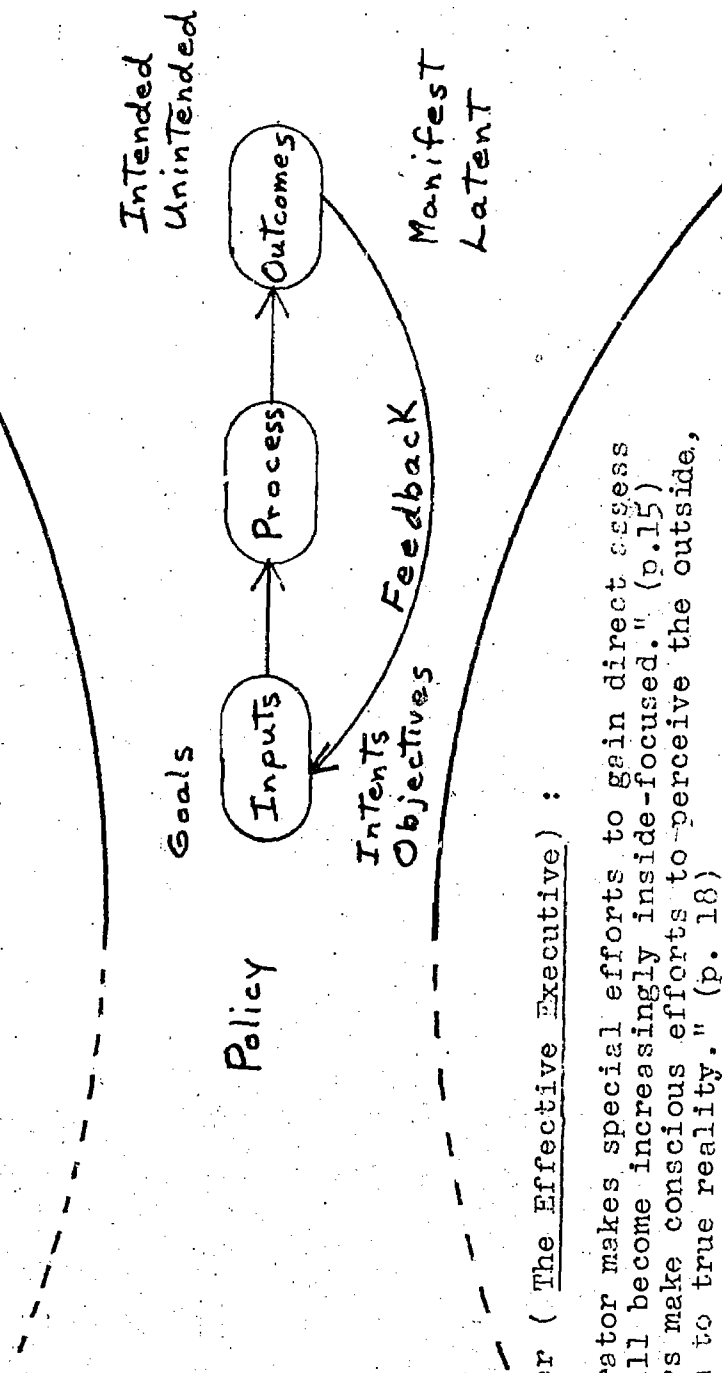
- The Art of Jud
- Value Systems
- Social Proc



Policy
Setting
Role

Executive
Role

Executive Role



According to Peter Drucker (The Effective Executive) :

- "Unless the administrator makes special efforts to gain direct access to outside reality, he will become increasingly inside-focused." (p.15)
- "Unless administrators make conscious efforts to perceive the outside, the inside may blind them to true reality." (p. 18)
- "An organization which just perpetuates today's level of vision, excellence, and accomplishment has lost the capacity to adjust. And since the one and only thing certain in human affairs is change, it will not be capable of survival in a changed tomorrow." (p.57)
- "The administrator must set aside time to direct his vision from his work to results, and from his specialty to the outside in which alone performance lies." (p.30)
- "The effective (administrators) focus on outward contribution. They gear their efforts to results rather than to work. They start out with the question, 'What results are expected of me?' rather than with the work to be done." (p.24)



Policy
Setting
Role

Values

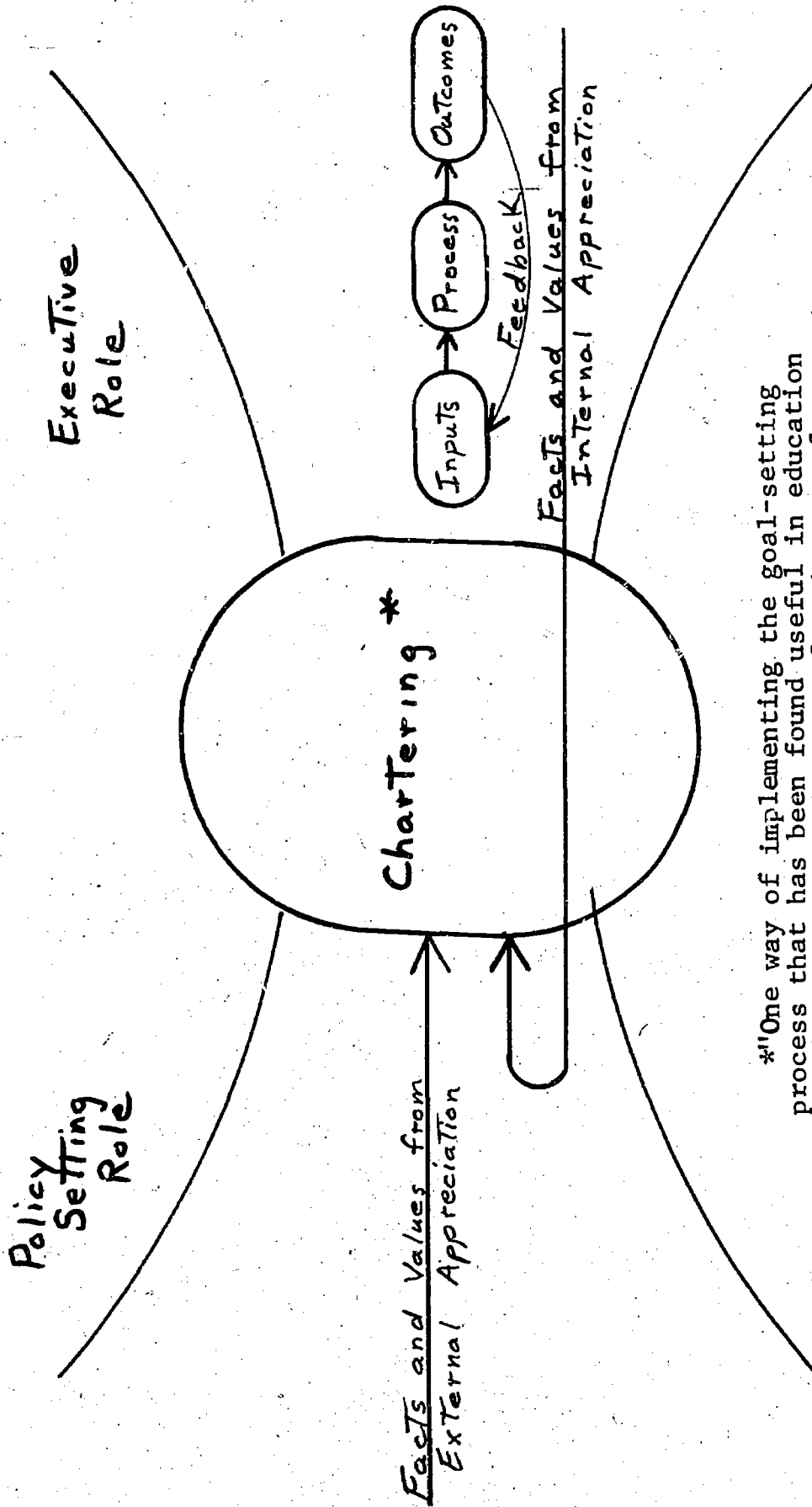
Internal
and
External

Appreciation *
or
Appraisal

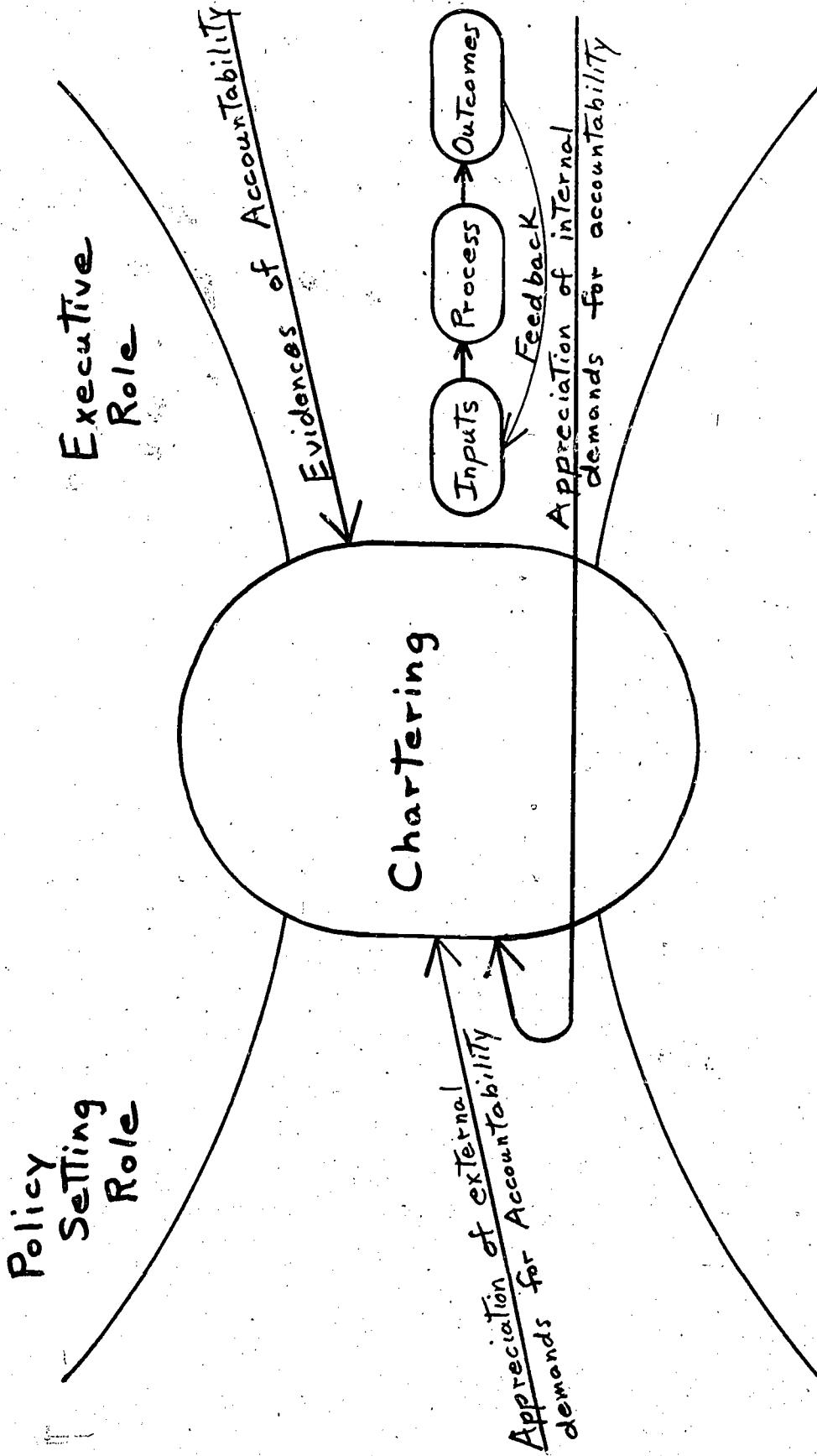
Policy

Facts

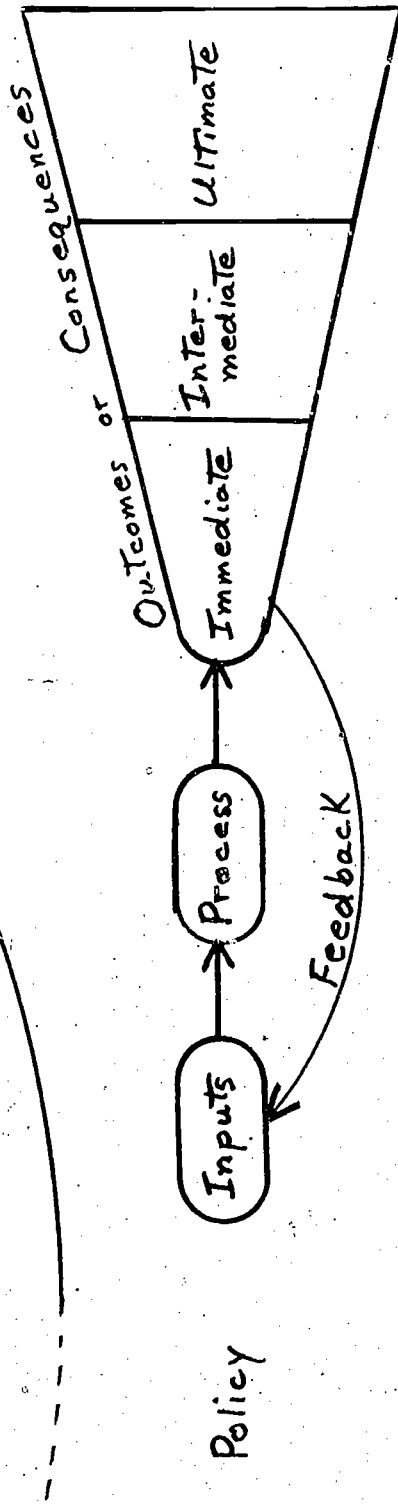
* "Appreciation...in its ordinary use (as in 'appreciation of a situation') implies a combined judgement of value and fact.... For facts are relevant only by reference to some judgement of value and judgements of value are meaningful only in regard to some configuration of fact."
(Vickers, 1970)



*"One way of implementing the goal-setting process that has been found useful in education is through the development of a charter of accountability. (Lopez, 1970)" Chartering can be defined as a management tool which provides a process by which two related organizations, sharing different levels of the same mission responsibility, can achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship.

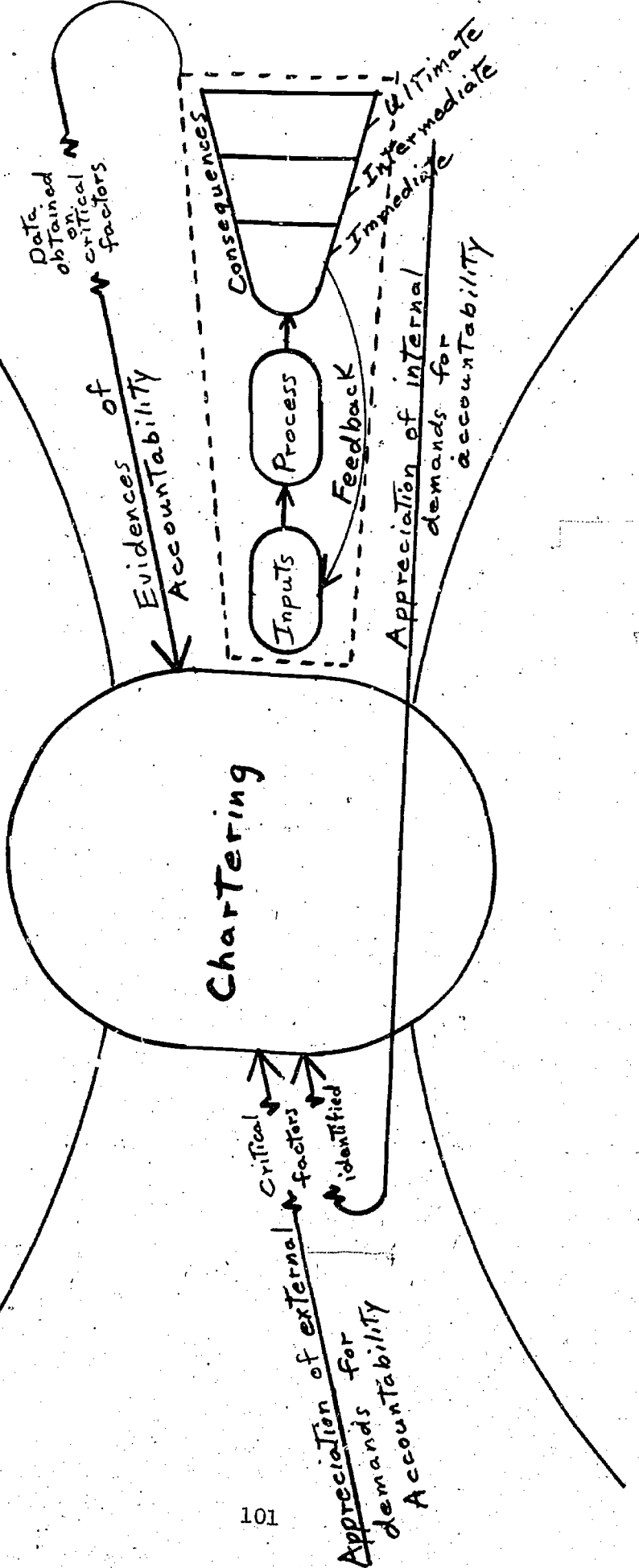


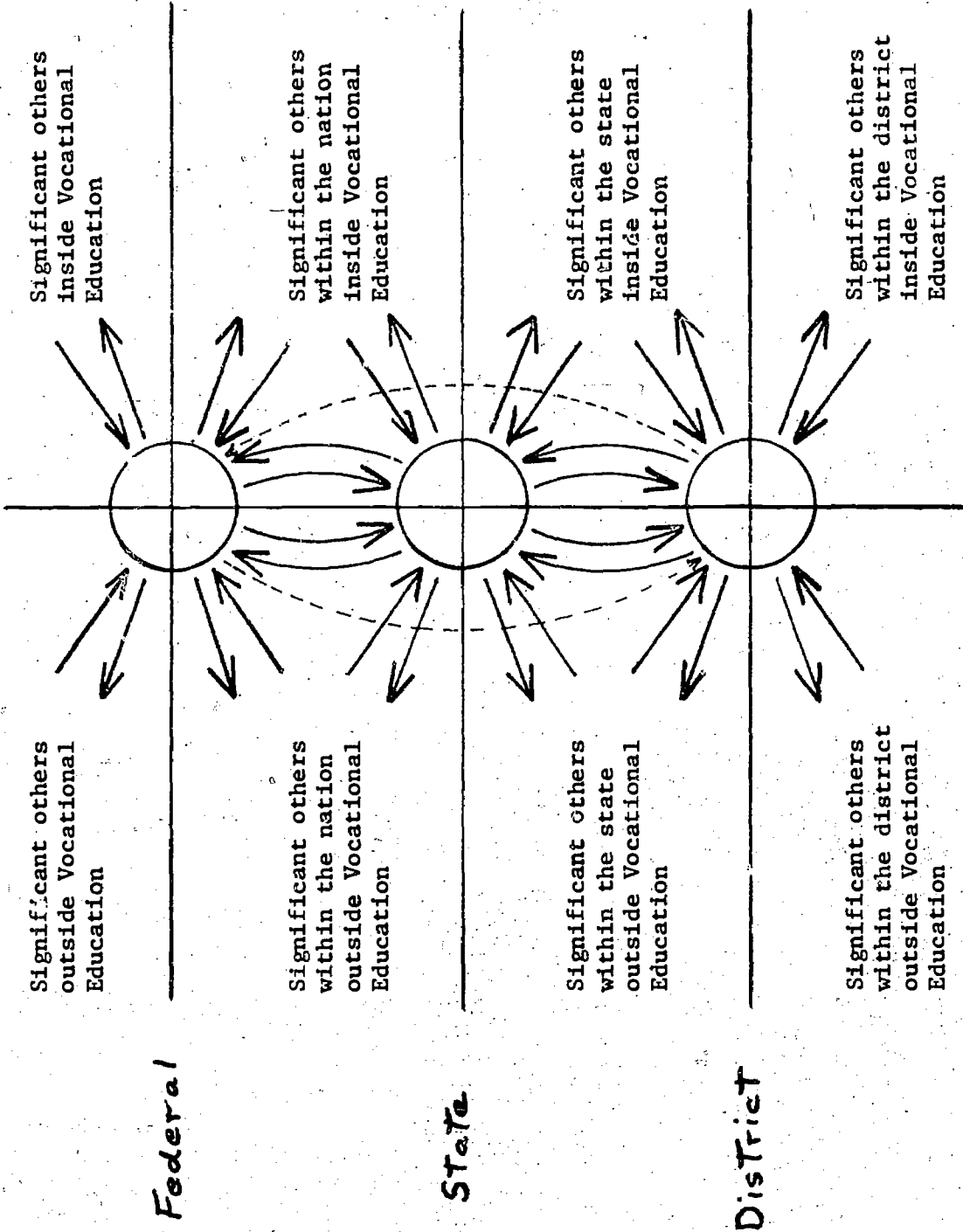
Executive Role



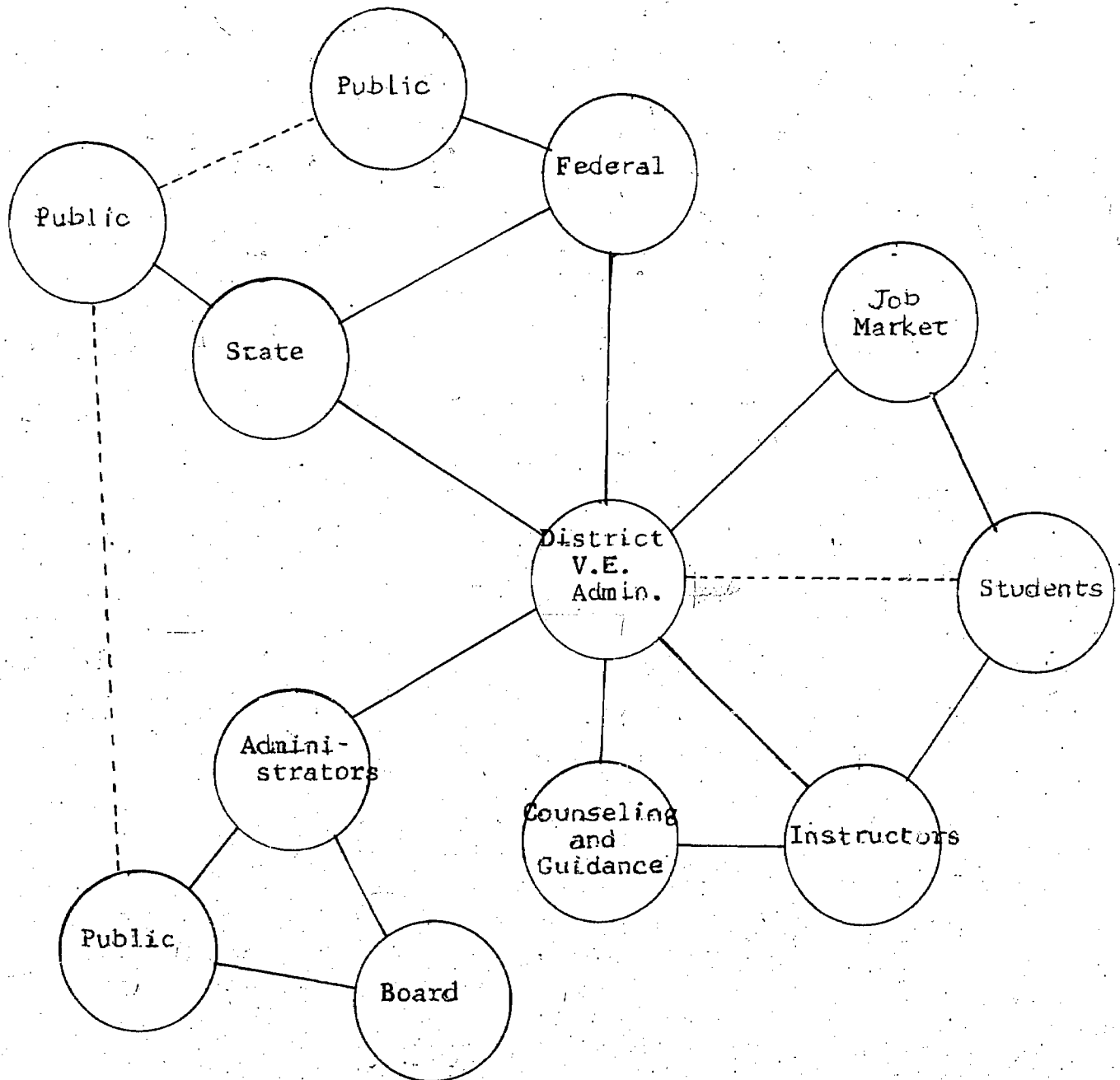
Policy Setting Role

Executive Role



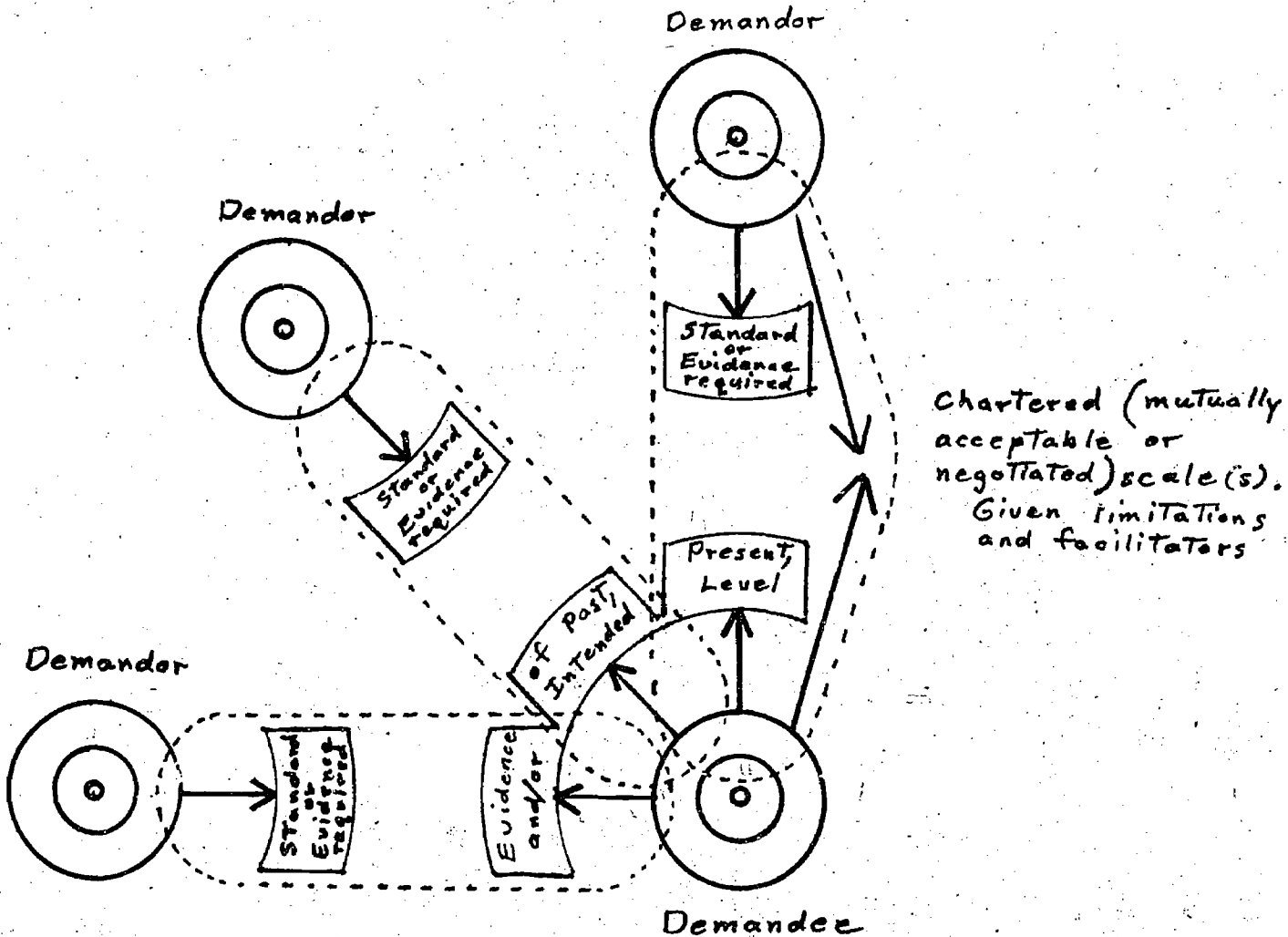


NETWORK OF SIGNIFICANT OTHERS



Each of the significant others can and does make demands for accountability upon other actors in the network. Each can be held accountable by others. An adequate accountability approach must clarify the specific appropriate demands for each of the significant others and how evidences of performance are produced and processed to meet these demands.

Model 9



Accountability through Chartering:

Accountability is a function of arriving at a mutually acceptable or negotiated scale for one or more relevant demandors and producing appropriate evidences of accountability which are perceived by the demandors as establishing accountability (satisficing) in relation to their standards.

11. CRITERIA FOR SELECTING ISSUES
FOR CHARTERING

Looking at the issue(s) or demand(s) or pressure(s), determine its placement on each of the criteria scales below.

IMPORTANCE

- Is the issue or demand one which requires you to make a response?
- Is it of great importance to either you or to those to whom you report?
- Is the issue or demand an important one to you but not yet important to those to whom you report?
- Is the issue or demand likely to be important in the future?

Unimportant

Important

APPROPRIATENESS:

- Is the issue or demand one that you recognize as legitimate and within the scope of your program?
- Is the issue or demand one that is accepted by you as a function of your role?

Inappropriate

Appropriate

CLARITY:

- Is the issue or demand in need of clarification between yourself and those to whom you report?
- Is the criterion for evaluating performance unclear or changing?
- Is the issue subject to change over time thus making clarification increasingly necessary?

Clarity

Lack of Clarity

ABILITY TO RESPOND:

- Is the issue or demand one where there is reason to believe that progress can be made in establishing one's accountability?
- Is the issue or demand one about which you can do something?
- Is the issue or demand within one's capacity, existing or potential for responding with evidences of accountability?

Unable to respond

Able to respond

Generalization: Issues or demands which are graded on the right side of each of the criteria should receive attention as having a high priority for chartering.

12. ACCOUNTABILITY SYSTEMS AND THEIR CRITERIA
OF EFFECTIVENESS

ACCOUNTABILITY SYSTEMS

CRITERIA OF EFFECTIVENESS

-
- | | |
|--|--|
| 1. INFORMATION SYSTEMS
Public Relations
Reports - Annual -
Communications processes | Accountability will be achieved if and when those making demands are informed about what is going on, or explanation is given why not. |
|--|--|
-
- | | |
|---|--|
| 2. COMMUNITY CONTROL SYSTEMS
Organization decentralization
Citizen Participation
Advisory Committees | Accountability will be achieved if and when the community has a voice in determining relevance and effectiveness of programs, and the demonstration is communicated to the demandor. |
|---|--|
-
- | | |
|--|---|
| 3. PROFESSIONAL COMPETENCE SYSTEMS
Performance Incentives
Staff Development
Employee Incentive - Stull Bill | Accountability will be achieved if and when professionals can demonstrate their efforts and progress toward competence. |
|--|---|
-
- | | |
|--|--|
| 4. COMPETITIVE SYSTEMS
Performance Contracting
Voucher systems
Competitive project awarding | Accountability will be achieved through selecting the best programs through open competition as well as client satisfaction. |
|--|--|
-
- | | |
|--|--|
| 5. PROGRAM REVIEW SYSTEMS
Accreditation - Evaluation
Internal, External Evaluation | Accountability will be achieved when the evaluative process establishes that acceptable standards have been reached within the framework of given constraints and resources available. |
|--|--|
-
- | | |
|---|--|
| 6. MANAGEMENT SYSTEMS
Management by objectives
Planning, Programming,
Budgeting Systems Approaches
PERT | Accountability will be achieved when management furnishes evidence that it uses rational and systematic processes for achieving stated goals and objectives. |
|---|--|
-
- | | |
|--|---|
| 7. FISCAL SYSTEMS
Budget Audit
Cost Effectiveness plan | Accountability will be achieved when it can be demonstrated that money was spent for its intended purpose and that resource utilization is efficient. |
|--|---|
-

13. VARIOUS TYPES OF EVIDENCES OF ACCOUNTABILITY

NEEDED TO SATISFY APPRECIATED INTERNAL AND EXTERNAL DEMANDS:

1. Evidence of a routine established or maintained;
2. Evidences of valued outcomes for critical factors;
3. Evidence of internal consistency and/or congruity;
4. Evidence of a balance achieved or maintained;
5. Evidence of a valued alternative used for a critical factor;
6. Evidence of a valued input (i.e. professional);
7. Evidence of a valued transaction.

14. PROTOTYPE OF A CHARTERING MAP

Brief description of the critical issue to be chartered: _____

Specification of the technical-vocational education program to which the issue relates: _____

Specification of the program's value(s) in relation to the issue: _____

LIMITATIONS:

↓

↑

FACILITATORS:

Unattainable Ideal

Excellent

Very Good

Good

Fair

Poor

S_

S_

E_

E_

NOTE:

S_ = Level of Standard

Place an "S_" to the left of the appropriate level of performance for each relevant standard. Also specify the source of each standard as a subscript.

E_ = Level of Evidence

Place an "E_" to the left of the appropriate level of performance. An "E_" may be used to indicate a past, present, or intended level of evidence. Specify the time referent (past, present, or intended) for each relevant level of evidence as a subscript.

APPENDIX C

ASSISTING SIGNIFICANT OTHERS TO APPRECIATE TECHNICAL-VOCATIONAL EDUCATION IN COMMUNITY COLLEGES

James A. Farmer, Jr.
Assistant Professor of Education
University of California, Los Angeles

In today's rapidly changing society an administrator is fortunate when his program is appreciated by "significant others" (such as students, teachers, deans, presidents, chancellors, boards of trustees, state personnel, and federal personnel). Further, an administrator is wise when he does not leave to chance the appreciation of his program by significant others.

The central question addressed in this article is: How can communication be established between technical-vocational educational administrators and significant others which is informative, readily usable for decision-making, and engenders full appreciation of the program on the part of those having decision or evaluative power over it?

As part of a research project* which examined problems related to clarifying expectations for and establishing the value of technical-vocational education in community colleges and their feeder high schools, 54 interviews were recently conducted with administrators of technical-vocational education at the district, state, and federal levels. Based on these interviews there seems to be a growing awareness of the importance of appreciation and of being adequately appreciated. Appreciation can involve both being aware of something and placing a sufficiently high

*This article is based on findings from a research project entitled the "Chartering Project," funded on September 18, 1972, by the California Community Colleges under the provisions of the Vocational Education Amendment of 1968, P.L. 90-576 as a special Part C Research Project.

**This article will appear in the Fall issue of New Directions for Community Colleges, Norman C. Harris (Ed.), Jossey-Bass, 1973 (in press).

estimate or value on it. According to Vickers (1968): "Appreciation in its ordinary use (as in 'appreciation of a situation') implies a combined judgment of value and fact For facts are relevant only by reference to some judgment of value and judgments of value are meaningful only in regard to some configuration of fact." And Dewey (1933) observed: "When the mind thoroughly appreciates anything, that object is experienced with heightened intensity of value."

Two things are clearly involved in appreciation: the objects which are appreciated or valued and the tendencies or expectations of those doing the appreciation. "Neither is understandable without reference to the other." (Barton, 1962, p. 5-63) In other words, it is not enough for an administrator to seek to improve a program and then on his own to view it as being of value, without actively seeking to have the program appreciated in the light of the value-standards of significant others.

In the balance of this article, ways of assisting significant others to appreciate technical-vocational education will be presented, including (1) the avoidance of pitfalls in interpreting a program based on false assumptions; and (2) the establishment of two-way appreciation, illustrated by an example from a specific program.

Avoiding Pitfalls in Interpreting a Program

Based on False Assumptions

One aspect of the research project focused on identifying and analyzing pitfalls in clarifying expectations for and interpreting a technical-vocational education program to significant others. Many of the most frequently identified pitfalls stemmed from false assumptions on the part

of administrators, including:

1. "More is necessarily better;"
2. "Doing what has been done for a long period of time is adequate;"
3. "Assuming that, if one's motives and intentions are right, the outcomes must unquestionably be valid and valuable."

Significant others (deans, presidents, superintendents, chancellors, state personnel, and federal personnel) who relate to technical-vocational education programs directly or indirectly pointed out that the above assumptions are not tenable. They stressed that changes in society and in the way in which technical-vocational education needs to be interpreted and implemented mean that there are times in which:

- a. More technical-vocational education of a particular type in a geographic area may not be better. Less rather than more graduates with certain skills may be better for a period of time to make it possible for those already possessing the skills to be employed.
- b. Continuing to do what has been done for a long period of time may be inadequate for meeting changing and emerging societal and individual needs.
- c. Expecting significant others to appreciate programs merely because of appropriate motives and intentions on the part of administrators may not be satisfactory if significant others are concerned with the consequences of technical-vocational education programs. Despite excellent motives and intentions, a program may need to be judged inadequate because of its unacceptable outcomes. (Plans are one thing; results are another.)

In contrast, significant others reported that they were helped to

appreciate technical-vocational education programs when evidence was provided that met their needs, requirements, or expectations. Sometimes, rather than reports about outcomes of a particular program, they needed evidence related to one or more of the following:

1. A routine (i.e., a policy, a procedure, etc.) established or maintained.
2. Internal contingency (i.e., a logical relationship between the elements in a program) and congruency (i.e., between what was intended and what actually occurred) evidenced.
3. A balance (i.e., between graduates and graduates employed, between disadvantaged students and other students, etc.) achieved or maintained.
4. A valued alternative (i.e., a more cost/effective procedure than previously employed) used for a critical factor.
5. A valued input (i.e., professionals, students, etc.) having gone into the program.
6. A valued transaction (i.e., teaching-learning, reviewing, etc.) having taken place.

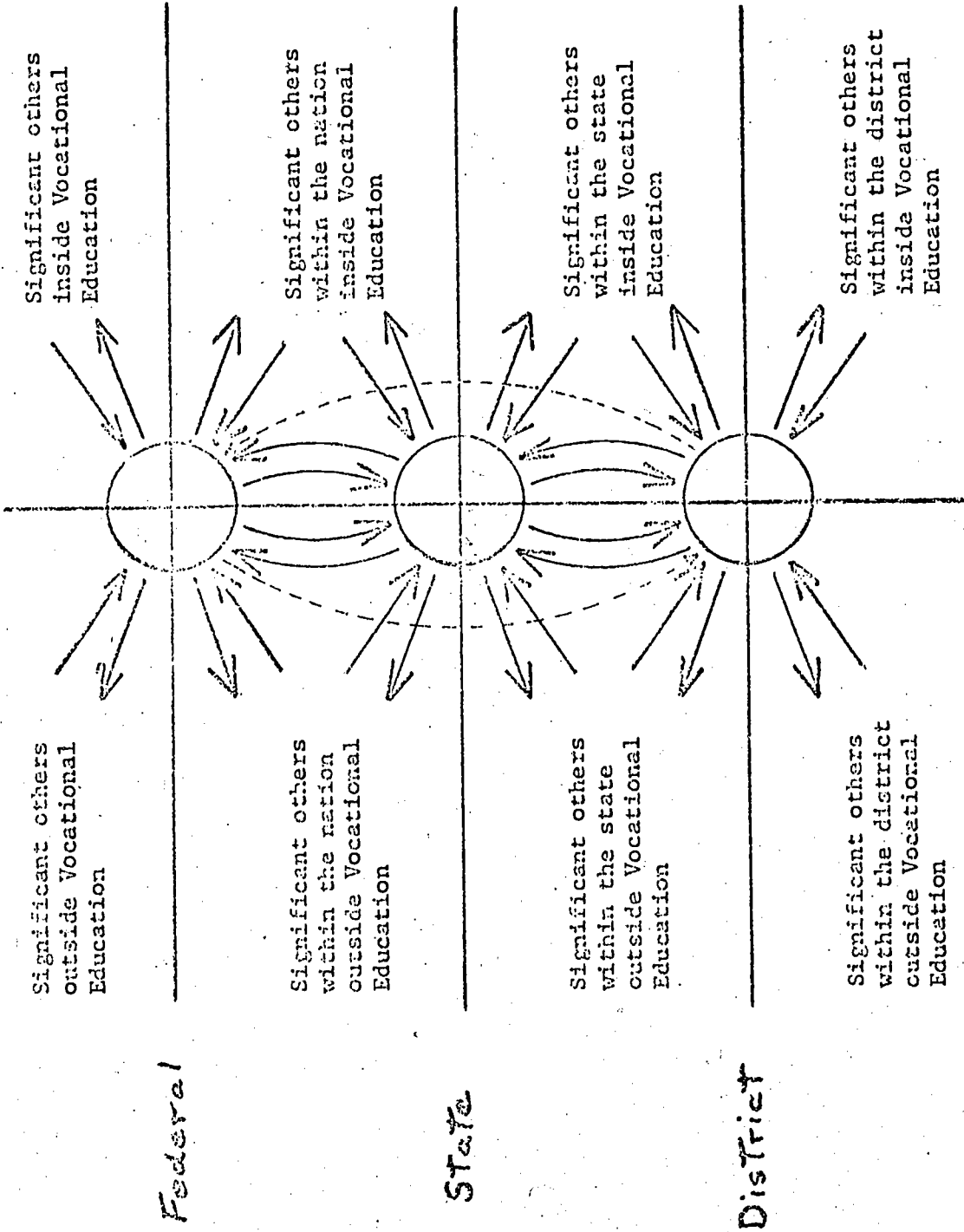
In short, particular evidence was appreciated by significant others primarily in the light of their value-standards related to the nature and context of the program.

Establishing Two-Way Appreciation

It was found in the research that just as program administrators wished to have significant others adequately appreciate the nature and worth of their programs, so significant others wished program administrators to

appreciate facts and values concerning technical-vocational education from their viewpoint. Program administrators and significant others alike expressed concern that there be two-way appreciation, and that this two-way appreciation not be left to chance. The type of two-way flow of communication to clarify expectations and to evidence the worth of programs which was called for explicitly by some and implicitly by others is depicted in Figure 1. This two-way flow of communication needs to take place within each level (district, state, and federal) as well as between these levels.

TWO-WAY APPRECIATION



In Figure 1, the two-way appreciation is between technical-vocational education administrators at the district level and significant others at the state and federal levels. Gephart has stressed the importance of taking into consideration the different role perspectives of those at each of these levels. "The decisions made by Congress about federally funded programs are not the same as the decisions made by a local school district about federally funded programs. However, the data called for in the evaluation guidelines developed for federal programs calls for the use of the same data at the local school level, at the state level, and at the national level. Until the differences in decision levels and the constraints these levels impose on decisions are recognized and until information-generating techniques are applied after decision settings are described, evaluation of federally funded programs will continue to appear to be a futile effort at the local level and a fumble at the national level. And further, cost-benefit analyses will lead educators in directions having unforeseen debilitating side effects." (Gephart, 1971, p. 61)

A process called "chartering" (Lopez, 1970) has been developed in business and industry which has capabilities for establishing two-way communication about facts and values between program administrators and significant others. Chartering can be defined as a management tool or communication process by which two related organizations, sharing different levels of the same mission responsibility, can achieve an understanding of each other's needs and capabilities by establishing a mutually helpful relationship.

The chartering process was adapted in the research project, entitled the "Chartering Project," with technical-vocational education in community

colleges and their feeder high schools. This adapted process facilitates:

(a) identification of critical issues needing clarification of expectations and interpretation of their value, (b) indication of limiting and facilitating forces and (c) specification of alternatives of performance along with standards of attainment.

In order to identify and appreciate critical issues needing clarification of expectations and interpretation of their value, program administrators scan their internal and external organizational environments. Etzioni (1968, p. 284) has called this process "mixed scanning," in which an administrator surveys very quickly the total field of responsibility much as an infantry scout under potential fire rapidly views his strategic situation. From this initial scanning, potential danger spots or areas for military advancement are identified and are then given close scrutiny. There is not enough time to gather all the facts and process them under the binoculars. Nor is it safe for the scout merely to look at what is just in front of him. The term "mixed scanning" refers to the task of viewing the whole and then concentrating on the critical parts. In the adapted chartering process, a technical-vocational education program and its environment are scanned to identify critical issues. Particular attention is paid to points of potential vulnerability and of expanded opportunity.

In field testing the adapted chartering process, it rapidly became evident to program administrators, significant others, and the researchers alike that communication of large amounts of facts and value claims tended to overwhelm the communication process rather than assisting two-way appreciation. In other words, there needed to be an effective and efficient way of communicating facts and values between program administrators and

significant others.

To communicate effectively facts and values which represent the whole of a program and its essential elements, some form of holistic communication is needed.

Stake (1972) has suggested that mapping can permit holistic communication of complex situations. The following illustration suggests the usefulness of mapping to communicate a complex whole and its critical components.

One summer during his college years the writer's uncle, a construction engineer, hired him as a member of a crew building air filtration tanks in the Reynolds Aluminum plant near Portland, Oregon. His uncle had him join the Hod Carriers and Pile Buck Union. Then, shortly before his first day of work began, his uncle drew a rough map of the aluminum plant for him on the back of an envelope. First, he sketched the outline of the plant. Then, he filled in a few critical details: the entrance to the plant, the tanks under construction, the spot where the lumber was delivered, the eating facilities, and a few spots where a novice might get hurt. Day after day that map got him from his car to the construction site, was used by the crew's supervisor to specify where he wanted him to work and what he wanted him to do, and got him safely back to the car at the end of the day.

With the help of a rough map, his uncle had led him to become aware of an, as yet, unexperienced complex whole and its critical parts that were essential from his role perspective.

Significant others often are quite far removed from and unfamiliar with facts and values critical to particular technical-vocational education programs. Similarly, local program administrators often have insufficient access to the facts and values connected with the role perspective of

significant others. Holistic communication permits effective and efficient exchange of facts and values even in relation to complex and unfamiliar situations. According to Rhyne, "There is a great and growing need for the kinds of powers of communication that help a person gain, vicariously, a feeling for the natures of fields too extensive and diverse to be directly experienced. This need is an objective one, an ineluctable concomitant to decision within a highly interconnected biosphere that is beginning to fill up.

Prose and its archetype, the mathematical equation, do not suffice, They offer more specificity within a sharply limited region of discourse than is safe, since the clearly explicit can be so easily mistaken for truth, and the difference can be large when context is slighted." (Rhyne, 1972, p. 93)

Chartering uses mapping for the purpose of presenting the rough outline of a program along with its critical components. Once a "chartering map" has been developed by the program administrator, it can be used to facilitate two-way appreciation of facts and values between himself and significant others. To do so:

1. A program administrator identifies what he considers to be a critical issue related to his technical-vocational education program which he wishes significant others to appreciate more adequately.
2. He briefly portrays or maps that issue, the program to which it relates, and specifies what he sees to be the program's value in relation to the issue.
3. He summarizes what he considers to be the main limiting and facilitating factors or forces related to the issue.
4. He describes what he considers to be the main performance levels if

the issue were to be dealt with in an ideal, excellent, very good, good, fair, and poor manner, given the limiting and facilitating forces specified above. The substance and form of the performance levels vary depending upon the issue and the type of evidence which the program administrator determines would be appreciated by significant others. For example, some performance levels describe numerical increases in aspects of a program; others describe increasingly complex components of a program, alternative components of a program, or alternative ways of programming.

5. On the resulting continuum, ranging from excellent to poor, he specifies the performance standard (S self) which he determines as personally acceptable or satisfying, given the limiting and facilitating factors. If standards of any significant others are known, they too are indicated (S name) on the continuum.
6. Also on the continuum, he specifies the evidence (E ____) of past and present performance (E Past and E Present) and the performance (E Intended) that would satisfy his own value-standard for the issue.
7. He then uses this chartering map to communicate the nature of his program with significant others. This makes it possible for significant others to clarify and validate the chartering map, adding or modifying aspects of it to reflect their perceptions, and to specify their expectations for the program in the light of their value-standards.

The dialogue by which this validation and negotiation (chartering) of facts and standards for the particular program takes place has been found to be helpful in clarifying expectations and communicating the value of

programs between program administrators and significant others. The outline of a chartering map is presented in Figure 2. Two of the chartering maps, produced in the Coast Community College District in Costa Mesa, California, as part of the field testing aspect of the Chartering project, are presented. The first, dealing with identifying new learning experiences in Cooperative Education, is depicted in Figure 3. It presents a relatively simple chartering map, dealing with increasingly complex components of a program. The second describes a detailed and relatively elaborate use of chartering, built around alternative ways of programming Cooperative Education.

Figure 2

PROTOTYPE OF A CHARTERING MAP

Brief description of the critical issue to be chartered: _____

Specification of the technical-vocational education program to which the issue relates: _____

Specification of the program's value(s) in relation to the issue: _____

Specification of significant others in relation to the issue: _____

LIMITATIONS:

↓ _____

Unattainable Ideal

- Excellent
- Very Good
- Good
- Fair
- Poor

FACILITATORS:

NOTE:

S_ Standard
 Place an "S" to the left of the appropriate level of performance for each relevant standard. Also specify the source of each standard as a subscript.

E_ Evidence
 Place an "E" to the left of the appropriate level of performance. An "E" may be used to indicate a past, present, or intended level of evidence. Specify the time referent (past, present, or intended) for each relevant level of evidence as a subscript.

ILLUSTRATION OF A CHARTERING MAP*
IDENTIFYING NEW LEARNING EXPERIENCES

Brief description of the critical issue to be chartered: Identifying new learning experiences for the students' work experience in order to satisfy state legislation.

Specification of the technical-vocational education program to which the issue relates: Cooperative Education

Specification of the program's value(s) in relation to the issue: Learning experiences are critical to enhance the academic aspect of work experience. There is value in the involvement of students, employers and coordinators. Evidence of new learning is required by the state.

Specification of significant others: State Voc. Ed., College Administration, Employers, Students.

LIMITATIONS:

↓ Takes time of students and employers.
Lack of skill in writing objectives.

↑ Is required by state law.
Is viewed as contributing to learners' growth.

FACILITATORS:

	E intended	Unattainable Ideal
S self	Excellent	Pre-arranged and arrived at learning objectives are agreed to by the triad (students, employers, coordinators).
E present	Very Good	Two of the parties are involved in writing the objectives and evaluating. Objectives written by students only.
S state	Good	Objectives written and evaluation determined by coordinator or employer with the uninvolvement of students.
E past	Fair	Written evidences of the student's experiencing new learning with no pre-arranged objectives.
	Poor	

NOTE:

S_ = Standard

Place an "S" to the left of the appropriate level of performance for each relevant standard. Also specify the source of each standard as a subscript.

E_ = Evidence

Place an "E" to the left of the appropriate level of performance. An "E" may be used to indicate a past, present, or intended level of evidence. Specify the time referent (past, present, or intended for each relevant level of evidence as a subscript).

*The information presented in this illustration was provided by James Garmon, Director of Cooperative Education, Orange Coast College, Costa Mesa, California.

Description of an Actual Chartering of a Cooperative Education Program

In 1970, a three-year, federally funded developmental program in Cooperative Education was set up in the Coast Community College District in order to broaden and deepen the educational experience in the district by bringing the college and employing institutions into a productive partnership. In this program, students have been placed on jobs related to their major or their occupational goals, thereby relating the classroom theory to their work experience.

During the final stage of the three-year developmental phase of the program, the Chancellor of the district requested that the district director of the program, and the program directors at the two colleges in the district, Orange Coast and Golden West Colleges, submit recommendations and plans for a permanent program. These recommendations were to include student benefits, educational values, faculty involvement, budgeting, legal requirements, and administrative policies and procedures.

Final approval of the plan was to involve the district Vice-Chancellor of Vocational Education, the college Presidents, administrative staff and faculty, Vice-Chancellor of Finance, and the director of personnel. Several criteria emerged for the program and hence the proposal. (1) The program must continue to meet the needs of the students and satisfy the employers in the community. (2) Those highly concerned about the educational values of the program needed evidence that the program would achieve the objectives and

*The information presented in this illustration of the adapted chartering process was provided by Vaughn N. Redding, District Director of Cooperative Education, Coast Community College District, Costa Mesa, California.

conform to the policies of the district and college administrators. (3) The Vice-Chancellor of Vocational Education was concerned that the procedures be in line with the State regulations and the district plan, as approved by the Board of Trustees. (4) The Vice-Chancellor of Finance required detailed information relative to budgeting for the program. (5) The personnel director expected salary arrangements which would fall within the district salary administration plan. (6) The program needs to retain the high level of educational and managerial supervision. (7) Continued career guidance ought to be provided for. (8) The system of determining valid new learning objectives, with accompanying provisions for evaluating the students' achievements should not be curtailed. (9) The procedures of enrolling students in Cooperative Education and determining that work stations be related to their major and/or occupational goal must continue to result in providing experiences which would enable the student to: (a) relate his experiences to his classroom theory; (b) increase his skills and abilities to perform the work; (c) provide opportunities to progress on the job; and (d) result in an experienced employee on completion of his college program; and (e) determine early whether or not his career choice was right. (10) The objectives of the district and college administrators to serve the community must be achieved by providing a program acceptable to the employers who have expressed appreciation of employee training, up-grading, management development, recruiting methods, and the involvement of advisors provided by the colleges.

A chartering map concerning the issue described above was developed by the District Director of Cooperative Education. Additions, deletions, and other changes were proposed by the campus directors of Cooperative Education.

The final chartering map was eventually accepted by all three directors.

The following statements of what were seen to be limitations and facilitators were added to the preceding description of the issue to be chartered, the nature of the program to which it related, and the perceived value of the program in relation to the issue.

LIMITATIONS:

- * In the future funds will be limited to those generated by ADA.
- * The student work load of instructor-coordinators is presently too costly in terms of the amount of ADA generated.
- * The present administrative cost of the program must be brought in line with the administrative costs of other programs in the colleges in the district.
- * There is a danger in shifting from part-time instructor-coordinators to full-time, nonteaching coordinators because the academic link with the work experience would thereby be weakened.
- * There is difficulty in relating classroom work and on the job experience using coordinators who are outside of the outside field related to the experience.
- * There is difficulty in securing qualified instructor-coordinators when the pay is reduced.
- * The lack of acceptance of educational value of cooperative education on the part of many academicians limits the scope of the program.
- * There are not enough clerical and developmental staff persons to perform the work generated by the increasing number of students applying.
- * There are often not enough qualified students for the specific work stations made available by employers.

FACILITATORS:

- * Funding from ADA for the Cooperative Education Program is anticipated to continue at least at the current level.
 - * There are 147 instructor-coordinators who are very positive about the past and present program which uses full-time instructors paid on an overtime basis.
 - * These 147 instructor-coordinators are positive about coordinating students within their field of instruction. The contacts with employers introduces the instructors to knowledge of new materials, processes, and equipment which they can relate to classroom instruction.
 - * The evening college students are positive about being involved in the program and have increased their unit load to qualify for the program, thus increasing the overall ADA funding to the college.
 - * Employers are positive about the program and are opening up employment positions faster than can be filled by qualified students. They also are appreciating the contacts with instructors.
 - * More administrators within and outside the college are seeing cooperative education as meeting the demands for providing equal educational opportunities. They are claiming that it especially benefits veterans, minorities and women in their efforts to get retraining and employment.
- Next, the following continuum, presenting performance alternatives related to the issue, ranging from excellent to unacceptable, was developed along with indications of levels of Evidence (E____) and levels of standards (S____).

EXCELLENT:

S Directors

E past & present

E intended
(partial)

S Instructor-Coordinators

VERY GOOD:

E intended
(partial)

GOOD:

ACCEPTABLE:

E intended
(partial)

POOR:

UNACCEPTABLE:

Continue the present system which requires that the instructor/coordinator be a full-time instructor, paid over-time for his coordinating services, receives one hour's pay for each five (5) students coordinated at over-time based on his salary level. The coordinator meets with the employer and student twice each semester.

Includes the conditions described in the excellent level, with one exception, which would increase the student load from five to six students for one hour of pay per week. This would reduce the cost of supervision.

Require that full-time instructors coordinate only full-time students and evening college instructors coordinate evening college students. Include all other conditions listed above. The lower salaries of evening college instructors will further reduce the coordinating costs. Also place a ceiling on the pay rate of day college coordinators.

Continue the present student coordination load of five students for one hour's pay per week and set a flat rate for all instructors. Include other conditions in the excellent level and the very good level.

Administer the program through the divisions at each college with coordinators re-assigned as instructor/coordinators as part of their teaching load. Eliminate the district staff and reduce the college staffs, leaving the campus director with the responsibility of coordinating the division programs.

Assign full-time coordinators the responsibility of

coordinating 175 students as a full work load. These coordinators would coordinate students from all disciplines as opposed to the present system of coordinating students in the field of the instructor.

The resulting chartering map was presented to the Vice-Chancellor of Vocational Education, who then scheduled a meeting of the district Directors, the Chancellor, and himself. During this meeting, the nature of the issue and the perceived alternatives for dealing with it, given the limiting and facilitating factors specified, were briefly but thoroughly discussed in the order of excellent to unacceptable. Additional reference materials relating to the issue were presented to the Chancellor, but not discussed, to be used as needed. A clear understanding of the values of the programs in terms of the various roles was gained by all parties and the practical aspects were clarified.

The Chancellor later conferred with the college Presidents, the personnel director, and others about what had been presented on the chartering map. Certain acceptable ways of proceeding were suggested by the Chancellor and then implemented with the assistance of the personnel director.

The final decisions were:

1. The student load would remain at five students for one hour of pay per week. (Excellent level)
2. An acceptable ceiling would be placed on the hourly rate with a provision for cost of living increases. (Good level)
3. Those with hourly pay less than the ceiling would get their actual rate. (Excellent level)
4. District administration would not be required, reducing the cost

of the program. (Poor level)

5. All other conditions of coordination would continue as described in the excellent level, with no curtailment in the program.

The results of the Chartering method were pleasing to the directors of the program.

The Chartering process provided a system which enabled the directors to organize and present the program to the decision makers without taking a great amount of their time.

All persons involved were able to understand the desirable and undesirable probabilities of the program with no research effort or excessive time spent in conference. Determinations made by the administrators were acceptable to the program directors.

Following the Chartering process, objectives for the program for the next year were established with the feeling that they were acceptable and understood by the administrators and the coordinators. The process of Chartering left the directors with the feeling that the educational value of the program was high in the estimation of the administration and the faculty. The community and the students would continue to receive benefits formerly expected in spite of the noncontinuation of federal funding.

(End of Redding illustration)

The purpose of the adapted chartering process is to validate a particular technical-vocational education program in relation to the total technical-vocational education enterprise and its environment as viewed by significant others at the district, state, and federal levels. It makes possible two-way communication and appreciation between program administrators and significant others about critical programmatic issues in the light of the total enterprise.

Establishing and maintaining two-way appreciation becomes particularly important during times of rapid societal change, as well as when there are shifts in funding patterns, organizational structures, and in the way technical-vocational education itself is conceptualized and utilized.

Particular attention to assisting significant others in appreciating technical-vocational education seems warranted under the following types of circumstances:

1. When an administrator discovers that he has been reporting facts which are considered to be irrelevant or off-target by significant others.
2. When an administrator finds himself caught between conflicting expectations from those to whom he reports and from those who report to him.
3. When an administrator has been reporting a lot of facts about his program and is disappointed that significant others have failed to see the importance, meaning, or value of the program.
4. When an administrator is unsure of the criteria or standards by which his program is judged by significant others.
5. When an administrator has been required to supply evidences of the

value of his program but does not have these evidences in a form that he can use.

6. When an administrator discovers some excellent unintended consequences of his program and then finds that the routine reporting procedures do not provide for evidencing that which he considers of greatest value.

Summary

In this article, an adapted chartering process for use in technical-vocational education has been described. This process facilitates two-way appreciation between technical-vocational program administrators and significant others. Through the process, critical issues are identified, limiting and facilitating forces are indicated, and alternatives of performance are specified along with relevant standards. The adapted chartering process has been field tested in the Coast Community College District and its feeder high schools in Costa Mesa, California. Illustrations from the use of chartering in the field test are presented above. The adapted chartering process can be used to develop two-way appreciation both with a district and between district, state, and federal levels, which share a common mission for technical-vocational education.

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APPENDIX D

CHARTERING PROJECT QUESTIONNAIRE

Name: _____

1. Why did you participate in the Chartering activities? (Check one).

- _____ Only because requested to do so
- _____ Requested to do so primarily, but also some interest
- _____ Interested in whatever might increase the effectiveness of my position or program
- _____ Eager to find tools to increase the effectiveness of my position or program and saw Chartering as a possible way to do so
- _____ Other: _____

2. Scan the following list of perceptions of "accountability." Then rank the following statements according to the extent that they agree with your own thinking about "accountability." Put a "1" in front of the statement that most agrees with your thinking about "accountability," a "2" in front of the one that next most closely agrees and so on up to 5 rankings.

- _____ An indication that something is not going well and you need to put out a fire
- _____ A fad or a passing concept which is best handled by ignoring it or producing minimal compliance
- _____ A concern which does not apply to me, but which calls for a response from those who are above me
- _____ A term used by authoritarian administrators to describe expectations that come from the top - down
- _____ A demand that you produce results and report them in relationship to pre-determined objectives
- _____ A need to establish the worth or value of a program with those to whom you report
- _____ A demand that you make on yourself to achieve performance which satisfies you
- _____ Other: _____

3. To what extent do you feel the need to establish the worth of your vocational education program? (Place an "X" along the line)

Not at all Mildly Moderately Considerably Acutely

4. What percent of your time this past year have you been engaged in problems relating to the accountability of your program?

0% 25% 50% 75% 100%

5. What percent of your time this past year would you estimate as having been spent in dealing with accountability projects such as Battelle, Chartering, etc. _____%

6. To what extent are you able to communicate effectively about the worth or value of your program with those who are in a position to appreciate it?

Not at all Partially Moderately Considerably Extensively

7. To what extent is the organization within which you are working going through change?

No Change Little Change Moderate Change Considerable Change Extensive Change

8. To what extent do your own expectations, standards, and goals for your program or position change over a period of two years?

No Change Little Change Moderate Change Considerable Change Extensive Change

9. Scan the following list to consider those who are your highest priority demanders. Then put a "1" in front of the one which is your highest priority demander, a "2" in front of the one that is your next highest priority demander, and so on up to 5 rankings.

- _____ Federal level
 - _____ State level
 - _____ Regional level
 - _____ District Board of Trustees
 - _____ Chancellor
 - _____ Vice Chancellor for Vocational Education
 - _____ College President
 - _____ Dean of Instruction
 - _____ Dean of Student Affairs
 - _____ Division Chairman
 - _____ Students
 - _____ Community
 - _____ Others (specify) _____
-

In answering each of the following questions, indicate where you would place each priority demandor by marking his ranked number of the scale.

Example:

Never	Rarely	Sometimes	Often	Very Frequently
5	4 2	1	3	

If you think that a particular question does not apply for a particular priority demandor, simply leave his number off the scale.

10. To what extend do you feel satisfied that your work is being appreciated by each priority demandor?

Not at all	Partially	Moderately	Considerably	Extensively
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11. How intense are the demands for accountability that you have to respond to or satisfy from each priority demandor?

Nonexistent	Mild	Moderate	Considerable	Acute
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12. How difficult is it to understand clearly the demands for accountability that come from each of the priority demandors?

Not at all	Somewhat	Moderately	Considerably	Acutely
------------	----------	------------	--------------	---------

13. How often do you experience uncertainty as to whether evidences of accountability you have submitted are accepted by each priority demandor as being satisfactory?

Never	Rarely	Sometimes	Often	Very frequently
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14. To what extend do you have necessary information from each priority demandor in the form of facts needed to satisfy demands for accountability?

Never	Rarely	Sometimes	Often	Very frequently
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15. To what extent do you have necessary information from each priority demandor in the form of values needed to satisfy demands for accountability?

Never	Rarely	Sometimes	Often	Very frequently
-------	--------	-----------	-------	-----------------

16. To what extent are you able to communicate with each priority demandor concerning:

Important issues?

Not at all Partially Moderately Considerably Extensively

Values?

Not at all Partially Moderately Considerably Extensively

Standards?

Not at all Partially Moderately Considerably Extensively

What will satisfy as evidence of accountability?

Not at all Partially Moderately Considerably Extensively

17. To what extent do you negotiate with each priority demandor as to what is expected of you?

Not at all Poor Fair Well Very Well

18. To what extent are your values related to your program in agreement with the values of each priority demandor?

Not at all Poor Fair Well Very well

19. To what extent do the expectations, standards and demands for evidence change over time (two years) for each priority?

No change Little change Moderate change Considerable change Extensive change

Appendix E

INTERVIEW GUIDE (DEMANDEE)

1. What has happened with your Chartering since the last workshop?

In the questionnaire you indicate that _____

was your prime demandor. Did you share your Chartering scale with him?

Do you intend to?

If not, why not?

2. (a) What have been the consequences of the Chartering experience?

(b) What have been the benefits of the Chartering experience?

(c) (Probe the pieces using their Chartering Scale)

Scanning, appreciation, rationale, levels, standards,

limitations and facilitators, evidences

(d) Does Chartering help you to satisfy demands or pressures or to have your program appreciated as a satisfactory one? What evidence do you have of this?

(e) Did Chartering facilitate 2-way communication of facts and value? What feedback has taken place?

(f) What differences has Chartering made in your relations with your "relevant others"?

What changes have taken place, particularly changes in expectations?

(g) What benefit is Chartering in satisfying expectations that come from different levels?

(h) Does Chartering help you in having relevant others see the whole program or issue and its pieces?

3. (a) How do you see Chartering being used most beneficially?
 - (b) Under what conditions?
 - (c) What do you see as being the benefits?
4. As you see it, what are the costs of Chartering?
 - (a) As you experienced it?
 - (b) Under the above suggested circumstances?
5. What shifts in your own expectations have occurred as a result of Chartering?
Broad, then specific
6. (a) In terms of the view or aspect of your program described in the Chartering scale, what other changes have taken place in your thinking from before the Chartering experience to now?
(Using the Chartering scale, probe the pieces.)
Rationale, levels, standards, evidences, limitations and facilitators
- (b) As a result of feedback, was there a positive or negative effect on the standards of the scale?

Appendix F

INTERVIEW GUIDE (DEMANDOR)

1. What has happened in relation to you in regard to Chartering?
Who shared their Chartering scale with you?
Have you communicated any of this to those above you in terms of sharing or seeking information?
2. (a) What have been the consequences of the Chartering experience?
(b) What have been the benefits of this Chartering experience?
(c) Were you satisfied with the Chartering scales developed?
...rationale, ...standards, ...evidence presented or intended?
(d) Did Chartering facilitate two-way communication of facts and values?
(e) Does Chartering affect your appreciation of the person communicating with you?
(f) Does Chartering help you to see the whole program or issue and its pieces?
3. (a) How do you see Chartering being used most beneficially?
(b) Under what conditions?
(c) What do you see as being the benefits?
4. As you see it, what are the costs of Chartering?
(a) As you experienced it?
(b) Under the above suggested circumstances?
5. What shifts in your own expectation have occurred as a result of Chartering?
Broad, then specific
6. Because of Chartering, what changes have taken place in your thinking from before the Chartering experience to now?

QUESTIONNAIRE DATA ANALYSIS TABLES

Each table in this Appendix is an analysis of questions found in the questionnaire (Appendix D)

Table 1.

Distribution of participant responses and medians regarding reasons for participation in Chartering by educational agency

Community College Educational Agency (N = 28 persons)	<u>Reasons for Participation</u>				Medians
	1 Requested	2 Some Interest	3 Interest	4 Eager	
O.C.C.	4	5	2	-	1.8
G.W.C.	3	4	1	2	2.0
Dist.Admin.	-	-	1	3	3.8
Dist. Total	7	9	4	5	2.1
Regional	-	-	1	-	3.0
C.C. Total	7	9	5	5	2.2

High School Educational Agency (N = 21 persons)	<u>Reasons for Participation</u>				Medians
	1 Requested	2 Some Interest	3 Interest	4 Eager	
H.B.	3	2	3	1	2.2
N.-M.	-	4	5	1	2.7
Dists. Total	3	6	8	2	2.6
Regional	1	-	2	1	3.0
H.S. Total	4	6	10	3	2.6

Table 2

Distribution of

Means of participant responses regarding perceptions of accountability by educational agency

(0 - lowest rating, 5 - highest rating)

Community College Educational Agency (N=25 persons)	<u>Perceptions of Accountability</u>							
	Put out fire	Fad	Doesn't apply to me	Top-down	Demand- Produce results	Establish worth or value	Demand on self	Others
C.C. Dist.	1.04	0	.42	.63	3.46	4.25	3.88	.58
Regional	0	0	2.00	1.00	5.00	4.00	3.00	0
C.C. Total	1.00	0	.48	.64	3.52	4.24	3.84	.56

High School Educational Agency (N=25 persons)	<u>Perceptions of Accountability</u>							
	Put out fire	Fad	Doesn't apply to me	Top-down	Demand- Produce results	Establish worth or value	Demand on self	Others
H.S. Dists.	.47	.24	.24	.82	3.53	4.00	3.82	.94
Regional	.50	0	0	1.50	4.75	3.25	.75	.25
H.S. Total	.48	.19	.19	.95	3.76	3.86	3.24	.81

Table 3

Distribution of participant responses and medians regarding the extent of felt need to establish program worth by educational agency

Community College Educational Agency (N = 28 persons)	<u>Extent of need to establish program worth</u>					Medians
	1 Not at all	2 Mildly	3 Moder- ately	4 Consid- erably	5 Acutely	
O.C.C.	-	2	-	5	4	4.2
G.W.C.	1	1	-	4	4	4.2
Dist. Admin	-	-	-	-	3	5.0
Dist. Total	1	3	-	9	11	4.4
Regional	-	-	-	3	1	4.2
C.C. Total	1	3	-	12	12	4.3

High School Educational Agency (N = 20 persons)	<u>Extent of need to establish program worth</u>					Medians
	1 Not at all	2 Mildly	3 Moder- ately	4 Consid- erably	5 Acutely	
H.B.	-	-	2	5	1	3.9
N.-M.	-	1	1	4	3	4.1
Dists. Total	-	1	3	9	4	4.0
Regional	-	-	-	-	3	5.0
H.S. Total	-	1	3	9	7	4.2

Table 4

Distribution of participant responses and medians regarding the extent able to communicate effectively about program by educational agency

Community College Educational Agency (N = 28 persons)	<u>Extent able to communicate</u>					Medians
	1 Not at all	2 Part- ially	3 Moder- ately	4 Consid- erably	5 Extens- ively	
O.C.C.	-	1	1	8	1	3.9
G.W.C.	-	-	2	5	3	4.1
Dist. Adm.	-	-	1	2	-	3.8
Dist. Total	-	1	4	15	4	4.0
Regional	-	-	1	3	-	3.8
C.C. Total	-	1	5	18	4	3.9

High School Educational Agency (N = 20 persons)	<u>Extent able to communicate</u>					Medians
	1 Not at all	2 Part- ially	3 Moder- ately	4 Consid- erably	5 Extens- ively	
H.B.	-	2	-	5	1	3.9
N.-M	-	2	2	4	1	3.6
Dists. Total	-	4	2	9	2	3.8
Regional	-	-	1	2	-	3.8
H.S. Total	-	4	3	11	2	3.8

Table 5

Distribution of participant responses and medians regarding the extent of organizational change by educational agency

Community College Educational Agency (N = 28 persons)	<u>Extent of Change</u>					Medians
	1 No Change	2 Little Change	3 Moder- ate Change	4 Consid- erable Change	5 Exten- sive Change	
O.C.C.	-	1	6	4	-	3.2
G.W.C.	-	1	3	5	1	3.7
Dist.Admin.	-		1	1	1	4.0
Dist. Total	-	2	10	10	2	3.5
Regional	-	1	-	3	-	3.8
C.C. Total	-	3	10	13	2	3.6

High School Educational Agency (N = 21 persons)	<u>Extent of Change</u>					Medians
	1 No Change	2 Little Change	3 Moder- ate Change	4 Consid- erable Change	5 Exten- sive Change	
H.B.	-	-	2	2	4	4.5
N.-M.	-	1	2	6	-	3.8
Dists.Total	-	1	4	8	4	3.9
Regional	-	-	-	-	4	5.0
H.S. Total	-	1	4	8	8	4.1

Table 6

Distribution of participant responses and medians regarding extent of change of personal expectations, standards, and goals by educational agency

Community College Educational Agency (N = 28 persons)	<u>Extent of Change</u>					Median
	1 No Change	2 Little Change	3 Moder- ate Change	4 Consid- erable Change	5 Exten- sive Change	
O.C.C.	-	1	4	6	-	3.6
G.W.C.	-	-	4	6	-	3.7
Dist.Adm.	-	-	-	3	-	4.0
Dist.Total	-	1	8	15	-	3.7
Regional	-	-	3	-	1	3.2
C.C. Total	-	1	11	15	1	3.6

High School Educational Agency (N = 20 persons)	<u>Extent of Change</u>					Median
	1 No Change	2 Little Change	3 Moder- ate Change	4 Consid- erable Change	5 Exten- sive Change	
H.B.	-	-	3	5	-	3.7
N.-M.	-	1	2	4	2	3.9
Dists.Total	-	1	5	9	2	3.9
Regional	-	-	-	1	2	4.8
H.S. Total	-	1	5	10	4	3.9

Table 7

Distribution of
Means of participants responses regarding ranking
of priority demandors by educational agency.
(0 - lowest rating, 5 - highest rating)

Community College Educational Agency (N=25 persons)	Priority Demandors													
	Community	Students	Teachers	Division Chairmen	Dept. of Stud. Affairs	Dean of Instruction	College President	Vice- Chancellor	Chancellor	Board of Trustees	Regional	State	Federal	Others
District	1.25	3.42	.46	.67	.29	1.00	2.71	.96	1.96	.83	0	1.04	.21	.58
Regional	-	-	-	-	-	-	-	4.00	1.00	-	-	2.00	-	4.00
Total	1.20	3.28	.44	.64	.28	.96	2.60	1.08	1.92	.80	0	1.08	.20	.72

High school Educational Agency (N=18 persons)	Priority Demandors													
	Community	Students	Teachers	Dept. Chairman	Vice- Principal	Principal	Dir/Coord of C.E.	Asst/Assoc Supt.	Superin- tendent	Governing Board	Regional	State	Federal	Others
Districts	1.18	1.71	1.76	.88	1.47	2.94	.88	1.41	1.00	.35	.18	.94	.06	.29
Regional	-	-	-	-	-	1.00	2.00	-	3.00	-	-	5.00	4.00	-
Total	1.11	1.61	1.66	.83	1.39	2.83	.94	.133	1.11	.33	.17	1.17	.28	.28

Table 8a

Distribution of responses and medians for participants from the Community College District regarding extent of satisfaction that work is appreciated by ranked priority demandors. Overall median for regional personnel. (N= 25 persons)

Rank-ordered Demandors	Extent satisfied work is appreciated					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
COMMUNITY COLLEGE						
1. Students	-	2	5	11	2	3.7
2. College Pres.	-	-	3	13	3	4.0
3. Chancellor	-	1	5	6	3	3.8
4. Community	-	2	4	4	-	3.2
5. State	2	1	3	3	-	3.0
6. Dean of Instr.	-	1	-	8	-	3.9
7. Vice-Chancellor	-	-	4	3	1	3.5
8. Bd. of Trustees	-	1	3	5	-	3.6
9. Div. Chairman	-	-	2	3	2	4.0
Total	2	8	29	56	11	3.8
Median for Regional Personnel						3.0

Table 8b

Distribution of responses and medians for participants from the High School Districts regarding extent of satisfaction that work is appreciated by Ranked priority Demandors. Overall median for regional personnel.
(N= 21 persons)

Rank-ordered Demandors	Extent satisfied work is appreciated					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extremely	
HIGH SCHOOL						
1. Principal	-	1	1	5	5	4.3
2. Teachers	-	-	4	5	2	3.8
3. Students	-	2	1	5	2	3.9
4. Vice-Principal	-	-	1	4	1	4.0
5. Asst./Assoc. Supt. Community	1	-	2	3	1	3.7
6. Superintendent	-	2	3	3	-	3.3
7. State	-	-	4	1	-	3.1
8. Dir./Coord. of C.E.	1	4	2	-	-	2.1
9. Total	-	-	2	2	3	4.3
Total	2	9	20	28	15	3.7
Median for Regional Personnel						1.4

Table 9a

Distribution of responses and medians for participants from the Community College regarding intensity of demands for accountability by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Intensity of demands					Median
	1 Non-existent	2 Mild	3 Moderate	4 Considerable	5 Acute	
COMMUNITY COLLEGE						
1. Students	-	3	9	6	1	3.2
2. College Pres.	-	4	5	8	2	3.6
3. Chancellor	-	2	5	7	1	3.6
4. Community	-	2	6	2	-	3.0
5. State	-	2	4	3	1	3.2
6. Dean of Instr.	-	1	3	5	-	3.6
7. Vice-Chancellor	-	-	5	1	2	3.3
8. Bd. of Trustees	-	-	6	3	-	3.2
9. Div. Chairman	-	1	3	3	-	3.3
Total	0	15	46	38	7	3.3

Median for Regional Personnel 3.7



Table 9b

Distribution of responses and medians for participants from the High School Districts regarding intensity of demands for accountability by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	<u>Intensity of demands</u>					Median
	1 Non-existent	2 Mild	3 Moderate	4 Considerable	5 Acute	
HIGH SCHOOL						
1. Principal	-	-	6	3	3	3.5
2. Teachers	1	3	2	4	1	3.2
3. Students	1	2	3	3	1	3.2
4. Vice-Principal	-	1	3	2	-	3.2
5. Asst./Assoc. Supt.	1	-	3	2	1	3.3
6. Community	1	3	2	3	-	2.8
7. Superintendent	1	-	2	2	-	3.2
8. State	-	3	2	2	-	2.8
9. Dir./Coord. of C.E.	-	1	3	2	1	3.3
Total	5	13	26	23	7	3.2

Median for Regional Personnel 2.8



Table 10a

Distribution of responses and medians for participants from the Community College regarding difficulty of understanding demands for accountability by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Difficulty of understanding					Median
	1 Not at all	2 Somewhat	3 Moderately	4 Considerably	5 Acutely	
COMMUNITY COLLEGE						
1. Students	4	5	10	1	-	2.6
2. College Pres.	6	10	2	1	-	1.8
3. Chancellor	5	7	1	2	-	1.9
4. Community	2	4	2	2	-	2.3
5. State	1	4	-	3	1	2.4
6. Dean of Instr.	1	7	1	-	-	2.0
7. Vice-Chancellor	3	2	1	2	-	2.0
8. Bd. of Trustees	2	4	2	-	-	2.0
9. Div. Chairman	1	3	1	2	-	2.3
Total	25	46	20	13	1	2.1

Median for Regional Personnel 1.3

Table 10b

Distribution of responses and medians for participants from the High School Districts regarding difficulty of understanding demands for accountability by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Difficulty of understanding					Median
	1 Not at all	2 Somewhat	3 Moderately	4 Considerably	5 Acutely	
HIGH SCHOOL						
1. Principal	6	2	-	2	2	1.5
2. Teachers	2	6	-	1	1	2.0
3. Students	3	4	1	1	1	2.0
4. Vice-Principal	1	2	1	2	-	2.5
5. Asst./Assoc. Supt.	2	1	3	1	-	2.7
6. Community	1	4	2	1	-	2.2
7. Superintendent	1	-	3	1	-	3.0
8. State	1	4	1	1	-	2.1
9. Dir./Coord. of C.E.	3	2	1	1	-	1.8
Total	20	25	12	11	4	2.1

Median for Regional Personnel 1.4



Table 11a

Distribution of responses (and medians) for participants from the Community College regarding experiencing uncertainty that evidences of accountability submitted are satisfactory by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Experience of uncertainty					Median
	1 Never	2 Rarely	3 Some- times	4 Often	5 Very Frequently	
COMMUNITY COLLEGE						
1. Students	3	5	6	4	1	2.8
2. College Pres.	2	10	6	2	-	2.3
3. Chancellor	1	7	3	4	-	2.4
4. Community	1	2	2	4	-	2.6
5. State	1	5	3	1	-	2.3
6. Dean of Instr.	-	2	6	-	1	2.9
7. Vice-Chancellor	1	2	1	3	-	3.0
8. Bd. of Trustees	-	3	1	1	-	2.7
9. Div. Chairman	2	3	2	-	-	2.0
Total	11	39	34	19	2	2.6

Median for Regional Personnel 2.3



Table 11b

Distribution of responses and medians for participants from the High School Districts regarding experiencing uncertainty that evidences of accountability submitted are satisfactory by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Experience of uncertainty					Median
	1 Never	2 Rarely	3 Some- times	4 Often	5 Very Frequently	
HIGH SCHOOL						
1. Principal	2	4	3	1	2	2.5
2. Teachers	1	3	5	-	1	2.6
3. Students	1	5	3	1	-	1.3
4. Vice-Principal	-	2	3	1	-	2.2
5. Asst./Assoc. Supt.	1	2	3	1	-	2.5
6. Community	-	4	3	1	-	2.5
7. Superintendent	-	4	1	-	-	2.1
8. State	2	2	2	1	-	2.7
9. Dir./Coord. of C.E.	1	3	7	-	-	2.3
Total	3	30	24	6	3	2.6

1.6

Table 12a

Distribution of responses and medians for participants from the Community College regarding extent information in the form of facts needed to satisfy demands for accountability is given by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent information given					Median
	1 Never	2 Rarely	3 Some- times	4 Often	5 Very Frequently	
COMMUNITY COLLEGE						
1. Students	-	3	5	6	5	3.3
2. College Pres.	-	-	4	11	4	4.0
3. Chancellor	-	2	4	7	2	3.7
4. Community	-	3	3	-	5	3.3
5. State	-	2	2	4	1	3.6
6. Dean of Instr.	-	1	7	7	1	4.0
7. Vice-Chancellor	-	1	3	3	1	3.5
8. Bd. of Trustees	-	-	1	6	1	4.0
9. Div. Chairman	-	-	2	1	3	4.5
Total		12	44	65	23	3.9

Median for Regional personnel 3.3

Table 12b

Distribution of responses and medians for participants from the High School Districts regarding extent information in the form of facts needed to satisfy demands for accountability is given by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Extent information given					Median
	1 Never	2 Rarely	3 Some- times	4 Often	5 Very Frequently	
HIGH SCHOOL						
1. Principal	-	2	4	4	2	3.5
2. Teachers	-	2	4	4	1	3.4
3. Students	-	1	3	5	1	3.7
4. Vice-Principal	-	1	1	3	1	3.8
5. Asst/Assoc. Supt.	-	2	2	3	-	3.3
6. Community	-	4	5	-	-	2.6
7. Superintendent	-	1	2	2	-	3.2
8. State	1	2	2	1	1	2.8
9. Dir/Coord. of C.E.	1	-	2	2	2	3.3
Total	2	15	25	24	8	3.3

Median for Regional Personnel 4.0

Table 13a

Distribution of responses and medians for participants from the Community College regarding extent information in the form of values is given by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent information given					Median
	1 Never	2 Rarely	3 Some- times	4 Often	5 Very Frequently	
COMMUNITY COLLEGE						
1. Students	-	3	5	6	4	3.7
2. College Pres.	-	-	4	11	3	4.0
3. Chancellor	-	2	4	6	2	3.7
4. Community	-	2	3	3	2	3.5
5. State	1	3	3	2	1	2.8
6. Dean of Instr.	-	1	2	6	-	3.8
7. Vice-Chancellor	-	1	3	3	1	3.5
8. Bd. of Trustees	-	-	2	5	1	3.9
9. Div. Chairman	-	-	2	2	2	4.0
Total	1	12	29	44	16	3.7

Median for regional personnel 3.2

Table 13b

Distribution of responses and medians for participants from the High School Districts regarding extent information in the form of values is given by ranked priority demandors. Overall median for regional personnel.
(N = 21 persons)

Rank-ordered Demandors	Extent information given					Median
	1 Never	2 Rarely	3 Some- times	4 Often	5 Very Frequently	
HIGH SCHOOL						
1. Principal	-	2	1	8	1	3.9
2. Teachers	-	2	4	4	-	3.2
3. Students	-	1	5	3	1	3.3
4. Vice-Principal	-	-	3	3	-	3.5
5. Asst/Assoc. Supt.	-	2	2	2	1	3.2
6. Community	-	4	1	4	-	3.0
7. Superintendent	-	1	3	1	-	3.0
8. State	-	4	1	2	-	2.4
9. Dir/Coord. of C.E.	1	1	1	4	-	3.6
Total	1	17	21	31	3	3.4
						2.6
						Median for regional personnel 2.6

Table 14a

Distribution of responses and medians for participants from the Community College regarding extent able to communicate concerning important issues by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
COMMUNITY COLLEGE						
1. Students	1	1	5	9	3	3.8
2. College Pres.	-	-	1	11	7	4.3
3. Chancellor	1	1	5	6	2	3.6
4. Community	-	3	2	4	1	3.5
5. State	1	6	2	1	-	4.2
6. Dean of Instr.	-	1	-	6	2	4.1
7. Vice-Chancellor	-	1	3	2	2	3.5
8. Bd. of Trustees	1	-	2	3	2	3.8
9. Div. Chairman	-	-	2	2	3	4.2
Total	6	13	18	44	17	3.8
Median for Regional Personnel						3.8

Table 14b

Distribution of responses and medians for participants from the High School Districts regarding extent able to communicate concerning important issues by ranked priority demandors. Overall median for regional personnel.
(N = 21 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
HIGH SCHOOL						
1. Principal	-	1	2	4	5	4.2
2. Teachers	-	1	3	4	3	3.9
3. Students	-	1	3	3	3	3.8
4. Vice-Principal	-	-	1	1	3	4.5
5. Asst/Assoc. Supt.	-	2	2	1	2	3.2
6. Community	-	6	1	2	-	4.2
7. Superintendent	-	4	1	1	1	3.0
8. State	-	5	1	1	-	2.4
9. Dir/Coord. of C.E.	-	-	1	3	3	4.3
Total	-	10	16	20	20	3.6
Median for Regional Personnel						2.7

Table 15a

Distribution of responses and medians for participants from the Community College regarding extent able to communicate concerning values by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
COMMUNITY COLLEGE						
1. Students	1	4	5	6	3	3.4
2. College Pres.	-	-	1	12	5	4.2
3. Chancellor	1	3	4	5	2	3.4
4. Community	-	5	2	2	1	2.5
5. State	3	4	2	1	-	2.0
6. Dean of Instr.	-	1	1	5	2	4.0
7. Vice-Chancellor	-	1	3	1	3	3.5
8. Bd. of Trustees	1	-	3	3	1	3.5
9. Div. Chairman	-	-	2	3	2	4.0
Total	6	18	23	38	19	3.6

Median for Regional Personnel 3.0

Table 15b

Distribution of responses and medians for participants from the High School Districts regarding extent able to communicate concerning values by ranked demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
HIGH SCHOOL						
1. Principal	-	2	1	4	5	4.2
2. Teachers	-	1	3	4	3	3.9
3. Students	-	2	3	1	4	3.5
4. Vice-Principal	-	1	-	4	1	4.0
5. Asst/Assoc. Supt.	-	4	1	-	2	2.4
6. Community	1	3	4	1	-	2.6
7. Superintendent	-	4	-	-	1	2.1
8. State	1	4	1	1	-	2.1
9. Dir/Coord. of C.E.	1	-	1	2	3	4.2
Total	3	21	14	17	19	3.4
Median for Regional Personnel						2.2

Table 16a

Distribution of responses and medians for participants from the Community College regarding extent able to communicate concerning standards by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
COMMUNITY COLLEGE						
1. Students	1	2	5	8	3	3.7
2. College Pres.	-	-	1	15	3	4.1
3. Chancellor	-	3	4	7	1	3.6
4. Community	-	4	-	5	1	3.7
5. State	2	4	3	1	-	2.2
6. Dean of Instr.	-	1	-	6	2	4.1
7. Vice-Chancellor	-	1	3	2	2	3.5
8. Bd. of Trustees	1	-	2	4	1	3.8
9. Div. Chairman	-	-	-	6	1	4.1
Total	4	15	18	54	14	3.8
Median for Regional Personnel						3.8

Table 16b

Distribution of responses and medians for participants from the High School Districts regarding extent able to communicate concerning standards by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
HIGH SCHOOL						
1. Principal	-	2	2	2	6	4.5
2. Teachers	-	1	2	5	3	4.0
3. Students	-	2	3	2	3	3.5
4. Vice-Principal	-	-	3	1	2	3.5
5. Asst./Assoc. Supt.	-	3	-	2	2	3.8
6. Community	1	2	4	2	-	2.9
7. Superintendent	-	3	-	1	1	2.3
8. State	1	4	1	1	-	2.1
9. Dir./Coord. of C.E.	1	-	1	1	4	4.6
Total	3	17	16	17	21	3.6
Median for Regional Personnel						2.7

Table 17a

Distribution of responses and medians for participants from the Community College regarding extent able to communicate concerning evidences of accountability that will satisfy by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Partially	3 Moderately	4 Considerably	5 Extensively	
COMMUNITY COLLEGE						
1. Students	1	3	4	7	4	3.7
2. College Pres.	-	-	1	14	4	4.1
3. Chancellor	-	3	4	7	1	3.6
4. Community	-	3	2	3	2	3.5
5. State	1	3	5	1	-	2.7
6. Dean of Instr.	-	1	-	6	2	4.1
7. Vice-Chancellor	-	-	3	3	2	3.8
8. Bd. of Trustees	1	1	1	4	2	3.9
9. Div. Chairman	-	1	-	5	-	3.9
Total	3	15	20	50	17	3.8
Median for Regional Personnel						3.8

Table 17b

Distribution of responses and medians for participants from the High School Districts regarding extent able to communicate concerning evidences of accountability that will satisfy by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Extent able to communicate					Median
	1 Not at all	2 Part- ially	3 Moder- ately	4 Consid- erably	5 Exten- sively	
HIGH SCHOOL						
1. Principal	-	1	2	3	6	4.5
2. Teachers	-	3	2	3	3	3.7
3. Students	-	1	6	1	2	3.2
4. Vice-Principal	-	-	2	2	2	4.0
5. Asst./Assoc. Supt.	-	3	-	2	2	3.8
6. Community	1	2	3	3	-	3.0
7. Superintendent	-	2	1	1	1	3.0
8. State	-	5	-	2	-	2.2
9. Dir./Coord. of C.E.	1	-	1	1	4	4.6
Total	2	17	17	18	20	3.6

Median for Regional Personnel 2.2

Table 18a

Distribution of responses and medians for participants from the Community College regarding extent of negotiations concerning expectations by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	1 Not at all	2 Poor	Extent do negotiate			5 Very Well	Median
			3 Fair	4 Well	5 Very Well		
COMMUNITY COLLEGE							
1. Students	1	3	4	7	4	3.7	
2. College Pres.	-	-	2	14	3	4.0	
3. Chancellor	-	2	5	7	1	3.6	
4. Community	-	4	2	3	1	3.0	
5. State	5	2	2	1	-	1.5	
6. Dean of Instr.	-	-	1	5	3	4.2	
7. Vice-Chancellor	-	1	2	3	2	3.3	
8. Bd. of Trustees	1	-	2	3	2	3.0	
9. Div. Chairman	-	-	3	2	2	3.8	
Total	7	12	23	45	19	3.7	
						Median for Regional Personnel	3.8

Table 18b

Distribution of responses and medians for participants from the High School Districts regarding extent of negotiations concerning expectations by ranked priority demandors. Overall median for regional personnel.
(N = 21 persons)

Rank-ordered Demandors	Extent do negotiate					Median
	1 Not at all	2 Poor	3 Fair	4 Well	5 Very Well	
HIGH SCHOOL						
1. Principal	1	1	2	5	3	3.9
2. Teachers	1	1	4	2	3	3.4
3. Students	2	1	2	3	2	3.5
4. Vice-Principal	1	-	2	1	2	3.5
5. Asst./Assoc. Supt.	1	-	1	3	2	4.0
6. Community	-	4	2	2	1	2.8
7. Superintendent	-	2	-	3	-	3.7
8. State	-	4	3	-	-	2.4
9. Dir./Coord. of C.E.	-	1	-	3	3	4.3
Total	6	14	16	22	16	3.5
Median for Regional Personnel						1.4

Table 19a

Distribution of responses and medians for participants from the Community College regarding extent values are in agreement by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent in agreement					Median
	1 Not at all	2 Poor	3 Fair	4 Well	5 Very Well	
COMMUNITY COLLEGE						
1. Students	-	1	3	15	1	3.9
2. College Pres.	-	-	3	11	5	4.1
3. Chancellor	-	-	2	7	6	4.3
4. Community	-	-	5	5	-	3.5
5. State	-	1	6	2	1	4.1
6. Dean of Instr.	-	1	1	4	3	4.1
7. Vice-Chancellor	-	-	2	4	2	4.0
8. Bd. of Trustees	-	1	-	6	1	4.0
9. Div. Chairman	-	-	3	3	1	3.8
Total-	-	4	25	57	20	3.9
Median for Regional Personnel						2.8

Table 19b

Distribution of responses and medians for participants from the High School Districts regarding extent values are in agreement by ranked priority demandors. Overall median for regional personnel.

(N = 21 persons)
Extent in agreement

Rank-ordered Demandors	Extent in agreement					Median
	1 Not at all	2 Poor	3 Fair	4 Well	5 Very Well	
HIGH SCHOOL						
1. Principal	-	1	-	5	5	4.4
2. Teachers	-	-	3	5	3	4.0
3. Students	-	-	2	7	1	3.9
4. Vice-Principal	-	-	1	3	2	4.2
5. Asst./Assoc. Supt.	1	-	1	3	2	4.0
6. Community	-	1	4	3	1	3.4
7. Superintendent	-	1	2	1	1	3.2
8. State	-	5	1	-	1	2.2
9. Dir./Coord. of C.E.	-	-	1	2	3	4.5
Total	1	8	15	29	19	3.9

Median for Regional Personnel 3.0

Table 20a

Distribution of responses and medians for participants from the Community College regarding extent of change of expectations, standards and demands by ranked priority demandors. Overall median for regional personnel. (N = 25 persons)

Rank-ordered Demandors	Extent of change					Median
	1 None	2 Little	3 Moderate	4 Considerable	5 Extensive	
COMMUNITY COLLEGE						
1. Students	-	6	7	6	1	3.1
2. College Pres.	-	3	12	3	1	3.0
3. Chancellor	2	2	8	3	-	2.9
4. Community	-	4	4	2	-	2.8
5. State	1	2	4	3	-	3.0
6. Dean of Instr.	-	2	5	1	1	3.0
7. Vice-Chancellor	1	1	3	3	-	3.2
8. Bd. of Trustees	-	3	4	-	-	2.6
9. Div. Chairman	-	3	3	1	-	2.7
Total	4	26	50	22	3	3.0

Median for Regional Personnel 4.0

Table 20b

Distribution of responses and medians for participants from the High School Districts regarding extent of change of expectations, standards and demands by ranked priority demandors. Overall median for regional personnel. (N = 21 persons)

Rank-ordered Demandors	Extent of change					Median
	1 None	2 Little	3 Moderate	4 Considerable	5 Extensive	
HIGH SCHOOL						
1. Principal	1	2	3	5	-	3.3
2. Teachers	1	1	6	2	-	3.0
3. Students	-	4	3	2	-	2.7
4. Vice-Principal	-	1	2	3	-	3.5
5. Asst./Assoc. Supt. Community	1	1	1	3	1	3.7
6. Superintendent	-	2	5	1	-	2.9
7. State	-	1	2	1	1	3.2
8. Dir./Coord. of C.E.	1	2	1	3	-	3.0
9. Total	5	15	25	21	3	3.1

Median for Regional Personnel 1.7

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