

A DESCRIPTIVE SURVEY OF THE POSITION OF SCHOOL BOARD BUSINESS
MANAGERS IN THE PROVINCE OF NEWFOUNDLAND AND LABRADOR

CENTRE FOR NEWFOUNDLAND STUDIES

**TOTAL OF 10 PAGES ONLY
MAY BE XEROXED**

(Without Author's Permission)

MORLEY REID

3759

A DESCRIPTIVE SURVEY OF THE POSITION OF SCHOOL
BOARD BUSINESS MANAGERS IN THE PROVINCE
OF NEWFOUNDLAND AND LABRADOR

A Thesis
Presented to
Department of Educational Administration
Faculty of Education
Memorial University of Newfoundland

In Partial Fulfillment
of the Requirements for the Degree
MASTER OF EDUCATION in EDUCATIONAL ADMINISTRATION

by



Morley Reid

Spring, 1974

ACKNOWLEDGEMENTS

The writer wishes to acknowledge a debt of gratitude to:

Dr. K.W. Wallace, for his co-operative assistance in supervising the research;

Dr. P.J. Warren and Dr. R.D. Fisher, for their close reading of the research proposal;

Mr. C. Ash and Mr. W. Forsey, for sharing their insights;

the members of the Association of School Board Business Administrators of Newfoundland and Labrador, for their co-operation;

Mrs. J. Foote, for typing the manuscript;
his family, for their kind support, moral and otherwise.

To each, a profound 'thank-you'.

ABSTRACT

The main problem dealt with in this study was that of describing the position of the business manager in the school board offices in the province of Newfoundland and Labrador. Even though this problem could have been approached by eliciting the necessary information from superintendents, school board members, principals and business managers themselves, and then comparing the results, it was decided to concentrate on the perceptions of the business managers only. The study therefore focused on how business managers perceived their position and as such may not actually represent the true picture. What was obtained was information relating to such factors as advantages and disadvantages of the position, the age of business managers, their education and experience, the method of appointment to their position, their salary and whether they perceived the organization of the school board office to be unitary control or multiple control. Their role in policy making and also the degree of responsibility they had in various duties were also dealt with in this study. The results relating to the last two areas were compared according to 2 factors: the education of the business managers, and the type of organization the business managers perceived to be in operation in the school board office.

It was discovered that there is a difference between the way business managers in the two types of organization perceived their role in policy making and also the way they perceived their areas of responsibility. It was also revealed that the education of business managers had a bearing on the nature of their work.

TABLE OF CONTENTS

CHAPTER	PAGE
I.. INTRODUCTION	1
Statement of the Problem	3
Subproblems	3
Importance of the Study	4
Limitations of the Study	5
Definitions of Terms	5
General Administration	5
School Business Administration	6
School District Business Manager	6
Business and Finance	6
Unit Executive Control	6
Multiple Executive Control	6
Responsibilities or Duties	7
Basic Assumptions	7
Sources of Information	7
Organization of Remainder of Thesis	9
II. REVIEW OF RELATED LITERATURE	11
General Administration and Business	
Administration	12
Educational Role of the Business Manager ..	15
Early Professional Writing Relative to	
School Organization	17
Recently Published Material	19
A Review of Related Studies	20
Smith's Study	20

CHAPTER

PAGE

Heer's Study	20
Rosenstengel and Swier's Studies	21
Foster's Study	23
Hafner's Study	23
The Association of School Business Officials Bulletin	24
Campbell's Study	25
Hrynyk's Study	25
The Provincial Scene	27
III. SEX, AGE AND REASONS FOR CHOOSING THE THE POSITION OF BUSINESS MANAGER AS A CAREER	
Sex and Age	31
Type and Size of School District	31
Reasons for Choosing the Position of Business Manager as a Career	36
Advantages and Disadvantages	37
Summary	40
IV. EDUCATION AND VOCATIONAL EXPERIENCE	41
Formal Education	41
Helpful Types of Experience	45
Helpful Types of Education	47
In-Service Education	48
Summary	50
V. APPOINTMENT AND SALARIES	52
Method of Appointment	52

CHAPTER	PAGE
Factors Instrumental in Appointment	55
Duties Outlined at Time of Appointment	56
Salary	56
Summary	60
VI. POLICY MAKING	61
Summary	68
VII. DUTIES OF BUSINESS MANAGERS	69
Exclusive Responsibility	76
Major Responsibility	76
Minor Responsibility	81
No Responsibility	81
Organization of School Districts	82
Qualifications of Business Managers	91
Summary	99
VIII. SUMMARY AND CONTENTS, CONCLUSIONS AND RECOMMENDATIONS	101
BIBLIOGRAPHY	110
APPENDIX A: Research Instrument	115

LIST OF TABLES

TABLE		PAGE
I.	Types of School Districts, Newfoundland, 1971	34
II.	Reasons for Choosing the Position of Business Manager as a Career, Newfoundland, 1971	37
III.	Advantages of the Career as Business Manager, Newfoundland, 1971	39
IV.	Disadvantages of the Career as Business Manager, Newfoundland, 1971	39
V.	Educational Background of Business Managers, Newfoundland, 1971	44
VI.	Helpful Types of Experience, Business Managers, Newfoundland, 1971	46
VII.	Helpful Types of Education, Business Managers, Newfoundland, 1971	49
VIII.	In-Service Training, Business Managers, Newfoundland, 1971	50
IX.	Method of Appointment of Business Managers, Newfoundland, 1971	53
X.	Factors in Appointment of Business Managers, Newfoundland, 1971	54
XI.	Salary Schedules, Business Managers, Newfoundland, 1971	58
XII.	Salaries of Business Managers, Newfoundland, 1971	58
XIII.	Salaries of Business Managers, Newfoundland, 1973	59

TABLE

PAGE

XIV.	The Role of Various Personnel in Policy Making as Perceived by Business Managers, Newfoundland, 1971	62
XV.	Degrees of Responsibility of Business Managers in Policy Making Classified According to Unitary and Multiple Types of Control, Newfoundland, 1971	65
XVI.	Degrees of Responsibility of Business Managers in Policy Making Classified According to Qualifications, Newfoundland, 1971	66
XVII.	Degrees of Responsibility in Various Duties, Business Managers, Newfoundland, 1971	70
XVIII.	Duties Considered Exclusive Responsibility by Business Managers, in Rank Order, Newfoundland, 1971.....	77
XIX.	Duties of Business Managers Classified According to Unitary and Multiple Types of Control, Newfoundland, 1971	84
XX.	Duties of Business Managers Classified According to Qualifications, Newfoundland, 1971	92

LIST OF FIGURES

FIGURE		PAGE
1.	Age Distribution, School Board Business Managers, Newfoundland, 1971.....	32
2.	Sizes of School Districts, Newfoundland, 1971	35
3.	Educational Background of Business Managers, Newfoundland, 1971	43

CHAPTER I

INTRODUCTION

The development of education in Newfoundland has been closely linked with the role and activities of the churches. In her early history when no interested party was willing to accept the responsibility for teaching the children, the churches were ready for the task. In 1874 a denominational system of education was established, with eventually all the churches, of any size, being recognized for educational purposes. The result of this was that there were many small, local boards (sometimes several in the same community), some duplication and overlapping of school services and a lack of co-ordination and standardization.¹

These small school boards were not in a position, either financially or organizationally, to hire qualified staff in order to conduct the affairs of their small local districts. The secretary-treasurer (or the position's equivalent), for one, was, in many cases, a volunteer who had little or no training in accounting or in any of the business procedures necessary for the efficient operation

¹Province of Newfoundland and Labrador, Legislation Passed 1968 and 1969 Relating to the Reorganization of Education (St. John's: The Queen's Printer, 1969), p. 2.

of a school board. Thus his duty was limited mainly to paying the fuel bills and issuing salary cheques to teachers. Because the districts were so small, the chairman, the secretary-treasurer and the school board members were in constant contact with the schools in the district; thus, many of the transactions, both business and educational, were conducted on a face-to-face informal basis. However, changes did come about over a period of time.

In 1964, the Department of Education of Newfoundland and Labrador established a Royal Commission on Education and Youth, and out of this commission came recommendations that the province be divided into approximately thirty-five consolidated school districts and that grants of money be made available to school boards to hire a director of education, a professional staff and a business manager.² This business manager was to take over the duties formerly assigned to the secretary-treasurer of the small boards.

In 1969, the government enacted legislation which brought many of these recommendations into effect. With consolidated boards, it was possible:

- (4) To develop a sounder and more stable financial policy at the board level;
- (5) To provide for each board the office staff necessary for the proper maintenance of its schools and for efficient accounting.³

²Ibid., 4, 5.

³Ibid., 6.

Thus, because of government legislation, a new position had been created. The business manager was responsible for the duties formerly assigned to the secretary-treasurer of the local boards and other duties which evolved from the fact that the school boards had become larger centralized units. Some of these business managers were formerly the secretary-treasurers for the small, local boards, while, for most of them, the position and its related duties were completely new.

STATEMENT OF THE PROBLEM

The purpose of the study was to investigate the characteristics of the business manager's position in the context of the Newfoundland school districts. The study was centered on the perceptions the business managers had about various areas of their work. Thus the researcher had sought from the business managers themselves information which was based largely upon what they were doing and not upon what they ought to have been doing.

SUBPROBLEMS

- (a) To obtain information about the business managers in relation to their age, education, experience prior to becoming business managers, reasons for choosing the career, and opinions they hold with regard to their position;
- (b) To determine the duties of business managers;

- (c) To determine to what extent the business managers influence the policy making of the board;
- (d) To determine the perceptions of the business managers relating to community reaction to the business office, or to business practices;
- (e) To investigate attempts at in-service training;
- (f) To make recommendations, where possible, in an attempt to try to alleviate some of the problems associated, either directly or indirectly, with the business managers.

IMPORTANCE OF THE STUDY

As has been stated earlier, the position of business manager has been in effect in Newfoundland since 1969; many of the personnel who filled that position have assumed duties which are very important in the field of education. Every day they are required to do their part in the administration of the school systems; they are thus in a prime position to have a profound influence on the operation of schools in the districts. Therefore, much attention should be paid to the part they play in the policy making among the central office staff of the school districts. To this point, no study of this nature has been undertaken in Newfoundland.

There is thus a general lack of information on the school district business managers. While some attention

has been paid to the offices of the superintendent, principal and other administrators, in books, thesis and other works, there are very few records of courses business managers have taken, of their role in the decision-making process, of the duties assigned to or assumed by business managers and of the many other varied but important aspects of their work. The lack of information concerning business managers points to a very definite need for a study of this kind.

LIMITATIONS OF THE STUDY

The study was limited to the thirty-five provincial school districts. The opinions offered were those of the business managers in the school board offices and, as such, may not have necessarily represented the conditions which existed at that particular time. However, given this, it does not make the study any less important. The researcher was interested only in the way business managers saw their position and not in the way the position was seen by other people.

DEFINITION OF TERMS

1) General Administration

General administration has been used to refer to the total or over-all administrative organization of the school system, including both the business administration and the other administrative departments; that is,

curriculum and instruction, personnel, and general administrative services.

2) School Business Administration

School business administration is that phase of school administration having responsibility for the efficient and economical management of the financial affairs of the school district.

3) School District Business Manager

A business manager is the member of the central office staff who has been designated by the board of education and/or the superintendent to accept general responsibility for the administration of the financial affairs of a school district. In this paper school business manager and school business administrator are synonymous.

4) Business and Finance

Business and finance are the acquisition, conservation, and expenditure of funds for school purposes.

5) Unit Executive Control

Unit executive control, or unitary system of control, is a characteristic of an organization in which there is only one chief executive.

6) Multiple Executive Control

Multiple executive control is a characteristic of an organization in which there are two or more executives of equal rank.

7) Responsibilities or Duties

Responsibilities or duties are those for which one is answerable or accountable.

BASIC ASSUMPTIONS

The study is based on the following assumptions:

- 1) That responses to a questionnaire provide a true picture of the way business managers perceive their positions;
- 2) That an interview also provides us with reliable information;
- 3) That the replies given in the returned questionnaires are a good indication of the way things were;
- 4) That the role of the business manager has an effect, both directly, and indirectly, upon the efficient and effective operation of a school system.

SOURCES OF INFORMATION

One source of information for the study was the interview. Although the results of the interview, which was conducted with four business managers are not treated separately in this study, most of the information gained from them is included in the treatment of the responses derived from the questionnaires. Moreover, even though the researcher had prepared questions to ask at the interviews, the main objective of this kind of enquiry was to provide the tone and general information for the questionnaires.

Nevertheless, the major portion of the thesis is based upon information gained in the questionnaire which was sent to the thirty-five provincial school districts in Newfoundland. This questionnaire was prepared in the following way:

- 1) After the study had been narrowed down, the researcher prepared a list of items gathered from readings and especially from information sent by the American Association of School Administrators;
- 2) The items were then presented to Dr. Warren and Dr. Wallace, the researcher's advisor, to Mr. Cecil Roebothan, Deputy Minister of Education, and to several business managers. After a long discussion with these gentlemen, certain items were taken out and others added;
- 3) A preliminary draft of the questionnaire was prepared; a discussion on the draft followed with Mr. Cyril Ash, business manager for the St. John's Consolidated School Board, and Mr. Miles Furlong, business manager for the St. John's Roman Catholic School Board. Additional changes and improvements suggested were made;
- 4) The questionnaire and a proposal for the thesis was then examined by a body of graduate students and the faculty from the Department of Educational Administration at Memorial University and the recommendations incorporated in the final draft.

5) The final draft was given a trial run by the two business managers already mentioned. Further revisions were made and the questionnaire was distributed to the business managers in the province.

Of the thirty-five questionnaires sent out, two of those returned were ineligible for the study because: (a) in one district the same person was the board chairman, superintendent, and business manager, (b) in the other school district, the business manager was not paid, but worked on a voluntary basis and at times he had to serve as board chairman. Therefore, from the possible thirty-five, thirty-three business managers were eligible for the study. Of the thirty-three, twenty-seven questionnaires were returned. Although not all questions were answered on every questionnaire, this represents an eighty-two per cent response.

Additional information was derived from a study of the minutes of the meetings of the Association of School Board Business Administrators and from attendance at several of their meetings.

ORGANIZATION OF REMAINDER OF THESIS

Chapter II of this study is a review of the literature related to the topic. Chapters III to VII contain a critical analysis of information gained from the questionnaire; chapter VIII includes the major recommendations which the researcher formulated after analyzing the findings.

The main body of this study (chapters III to VII) is organized along the same lines as the questionnaire. The questionnaire itself was divided into six parts. Chapter III treats the information gained in Part I dealing with such factors as sex, age, size of school district. From this general information, certain factors were selected to be used in analyzing data obtained in other parts of the questionnaire. Chapter IV analyzes Part II of the questionnaire where the background and training of business managers was sought. Chapter V deals with how the business managers were appointed and their salaries determined. The role of the business manager in policy making is dealt with in Chapter VI; as has already been stated, certain factors obtained in Chapter II are used to analyze data in this part of the thesis. Many of these variables or factors are also used to treat data gathered in Part V of the questionnaire and collected in Chapter VII of the thesis, which is concerned with the duties of the business managers.

The final chapter incorporates some of the changes recommended by the business managers themselves; the comments and conclusions gathered from the study are also included.

CHAPTER II

REVIEW OF RELATED LITERATURE

Historically we find that the development of the position of business manager is not unique to this country but is a part of a process involving the North American continent. Furthermore, the appointment of business managers has generally tended to follow the appointment of the superintendent.

The first city superintendency, according to Moehlman, was established in Providence, Rhode Island, in 1836, and by 1860, that position was soundly established in the United States.¹ The first business manager was appointed in 1841 in Cleveland, Ohio, as the "Acting Manager" of schools whose duties would be "to keep a set of books in the employ of the city, and to make accurate entry of all moneys paid out..."²

Following the establishment of the superintendency, several years elapsed before the position of the business manager came to be discussed in the educational literature. By 1865, superintendents were requesting their school boards

¹ Association of School Business Officials, The School Business Administrator, Bulletin No. 21 (Chicago: The Association, 1960), p. 21.

² Association of School Business Officials, The School Business Administrator, Bulletin No. 21 (Chicago: The Association, 1970), p. 8.

to appoint a head of business affairs. In 1910 there were enough business managers to organize a National Association of School Accounting Officers, which later became the Association of School Business Officials of the United States and Canada.³

In the early twenties and thirties of this century, the public began to demand more return for the money invested in education. This was partly due to the depressions of 1920-23 and 1929.⁴ Greider and Rosenstengel state that considerable research has been conducted since 1925 and included in this rapidly growing body of research was an interest in the position of the business manager; this interest was directed chiefly toward investigating the current status of the school business administrator with regard to his education, experience, working conditions and opportunities for improvement in service.⁵

GENERAL ADMINISTRATION AND BUSINESS ADMINISTRATION

A study of the early literature reveals that the most popular type of central office organization prior to 1900 was the multiple system of control; some superintendents even advocated dual organization in the school systems.

³Ellwood P. Cubberly, The History of Education (U.S.A.: The Riverside Press, 1948), p. 21.

⁴Walter S. Monroe (ed) Encyclopaedia of Educational Research (New York: The Macmillan Co., 1952), p.101.

⁵Cubberly, The History of Education p. 23.

School trustees employed a professionally trained educator as the superintendent of schools and a businessman as the business administrator. Both had equal status in the administrative hierarchy and each was directly responsible to the board of education. This organization apparently developed because superintendents in these years did not consider themselves qualified to assume responsibility for the financial services in the school board offices and/or from the desire of the superintendents to devote full time and energies to the educational program.

However, the trend seemed to change around the turn of the century; the concept of unitary control became very popular. The proponents of this organizational approach advocated that there must be someone at the top of the hierarchical structure. Although most educators sincerely believed that this chief executive ought to be an educator, some authorities, because of the growing concerns for the returns on money invested in education, looked upon the business manager as being the logical person to head the educational structure. Knezevitch and Fowlkes write that there is ample evidence in research to indicate the superiority of the unit type of administrative organization over any form of multiple executive control.⁶ Reeder states that studies show that multiple-headed school

⁶Stephen J. Knezevitch and John Guy Fowlkes, Business Management of Local School Systems (New York: Harper and Rowe, Publishers, 1960), p. 13.

systems spend more annually per pupil than do the unit-headed ones.⁷ They also reveal that business functions require a larger percentage of the budget under multiple organization than under unitary organization. There also seems to be a lack of an educational perspective on the part of the business officials in multiple organizations. All of the studies cited by the writer give examples of friction in such organizations, and all argue, finally, for centralized control, namely, a chief executive officer.

Knezevitch and Fowlkes also state that where the business manager is on an equal status with the superintendent,

...there is a real and grave danger that the very reason for the existence of public education may be submerged in favour of perfectionism in business details.⁸

With this in mind the authors state

...there is clearly a need for a change in the internal organization...where more than one executive officer of the board of education exists. In all cases the individual in charge of the business affairs should be clearly responsible to the superintendent of schools who should be the chief executive officer of the board of education.⁹

Linn states that because the unit plan promotes centralized control and avoids needless duplication and competition of efforts, it has widespread adoption; in spite of this

⁷Monroe, Encyclopaedia of Educational Research p. 103.

⁸Knezevitch and Fowlkes, Business Management of Local School Systems p. 131

⁹Ibid.

...there are superintendents...under the unit plan who are quite disturbed by the lack of co-operation on the part of the business official. On paper, the business official is supposed to be subordinate. Some have long tenure, politics, nepotism, directly or indirectly, and refuse to co-operate. The 'home boy' or 'old timer' may have considerably more power and influence than a more highly trained and competent superintendent. In the final analysis, a paper organization does not guarantee a successful administration. Personalities are ever more important. Nevertheless, unit plan lays a better ground work for co-operation.¹⁰

The Association of School Business Officials, however, states that the reason for the existence of the dual system of control is the belief that the superintendent of schools should be responsible for the educational matters and the school business administrator for the business affairs. In this view, the two divisions are unified at the level of the school board. This kind of system can and does work successfully in many areas.¹¹

EDUCATIONAL ROLE OF THE BUSINESS MANAGERS

Knezevitch and Fowlkes state that research seems to indicate that the unitary system of control is superior to the dual system.¹² Some authorities argue that the person who should be the chief executive should be the

¹⁰Nicholas P. Hrynyk, "A Descriptive Survey of School Division Secretary-Treasurers" (unpublished M.Ed. thesis, University of Alberta, 1962), pp. 77, 78.

¹¹Association of School Business Officials, The School Business Administrator, Bulletin No. 21 (Chicago: The Association, 1970), p. 33.

¹²Knezevitch and Fowlkes, Business Management of Local School Systems p. 14.

business manager. C.K. Andrews argues that because education cannot exist without public support, and because educator-administrators have failed to put education on a competitive basis with other business ventures, society has no choice but to replace them in the top administrative posts. Further, he states "...the educator-administrator, frequently, through no fault of his own, has not been able to see the woods for the trees, and his training in teaching techniques has overshadowed any competencies that he may have had to discern."¹³ In the light of this he argues "...the business administrator, sensing the pulse of the nation or province, should be at the wheel."¹⁴

Business administration can be defined as

...that phase of educational administration that is primarily concerned with procuring, expending, accounting for, protecting, organizing and maintaining fiscal and material resources in an efficient manner so that human resources and efforts are aided in achieving educational goals.¹⁵

The latter part of this statement indicates that the aim of business management is not an aim in itself, but merely a means to an end.

¹³Clifford Andrews, "The Unitary System of School Administration with the Business Administrator at the Top" (unpublished paper) p. 4.

¹⁴Ibid.

¹⁵Knezevitch and Fowlkes, Business Management of Local School Systems p. 2.

...the primary purpose of business administration is to assure that maximum educational returns will be received per dollar invested in education. Therefore, the purpose of business administration is not to hold educational expenditures to a minimum....(Rather it) should be the servant of the educational program and not the master.¹⁶

If financial questions are settled in terms of what is best for keeping the budget balanced or of having the money spent to the best advantage for the furthering of education of all children, then it is ill-conceived and very dangerous.¹⁷

If it were the master instead of a means to an end, then this would have tremendous effects on the organizational setup. The business manager, an employee of the board, would become the chief executive officer of the board and the superintendent would be subordinate to him.

EARLY PROFESSIONAL WRITING RELATIVE TO SCHOOL ORGANIZATION

Possibly the trend toward acceptance by educators in general of the principle of the unitary system of control in the school systems gained impetus through certain publications that appeared in the 1920's.

Ellwood Cubberly's work in public school administration, published in 1916, advocated a unitary system

¹⁶Leo M. Casey, School Business Administration (New York: The Center for Applied Research in Education, Inc., 1964), p. 1.

¹⁷Edgar Morphet, Roe L. Johns, and Theodore L. Reller, Educational Administration: Concepts, Practices and Issues (New Jersey: Prentice Hall, Inc., 1961) p. 435.

of organization with the superintendent acting as 'co-ordinating head'. Cubberly presented an organization chart for large city school systems (which he defined as employing 500 or more teachers) in which he eliminated the board committees entirely with departmental organization taking their place and doing the work formerly done by them. One of the reasons for recommending reorganization was clarified by his comment that "a few business managers, here and there, have acted almost as though they thought that the balance of the school system existed to afford business for their office to handle."¹⁸

William Campbell in his thesis, A Study of the Organizational Patterns, Functions and Responsibilities of the Position for Business Administration in Large City School Systems, says that another important publication was a work by Engelhardt and Engelhardt entitled Public School Business Administration.¹⁹ In this study the authors reported on surveys that had been made for Providence, Rhode Island, and for Springfield, Massachusetts, in which

¹⁸Ellwood P. Cubberly, The History of Education (U.S.A.: The Riverside Press, 1948), p. 526.

¹⁹W.E. Campbell, "A Study of the Organizational Patterns, Functions and Responsibilities of the Position for Business Administration in Large City School Systems" (unpublished Ed. D. Dissertation, University of Virginia, 1960), p.28.

they prescribed qualifications for a new position that they recommended. The position they advocated was that of assistant superintendent for business affairs.

RECENTLY PUBLISHED MATERIALS

Many of the studies conducted during recent years concerning school business administration seem to reflect an increasing awareness of the need for further professional development of school business officials.

By referring to recent literature on the topic the reader can easily discern a great deal devoted to such aspects of school business administration as its status and its need for further professionalization. As has been stated earlier in this thesis, after the superintendency had been established, over a hundred years had elapsed before a substantial amount of interest was shown in the professionalization of business administrators.

However, much of the progress that has been made in the field of school business administration can be attributed to the published writings done during the past twenty-five years. Such groups as university departments of school administration, the American Association of School Administrators, and the Association of School Business Officials of the United States and Canada, have done much to provide information about the business managers.

A REVIEW OF RELATED STUDIES

Smith's Study: The earliest study on this topic was completed by Smith in 1925. This study, entitled The Business Administration of a City School System, was concerned chiefly with determining the advantages and disadvantages of the two types of organization - the "multiple headed" and the "unit headed." The author finding waste and inefficiency in the "multiple headed" organizations, advocated unitary control.²⁰

Smith concluded (1) that business control was more costly in the systems administered under the multiple control and (2) that the administrative relationships in the multiple plan systems showed improper assignment of functions, shifting of responsibility, conduct of affairs on a purely personal basis and inadequate planning and reporting.²¹

Heer's Study: Amos L. Heer at Ohio State University completed a survey of the status of school business officials with regard to their legal status, administrative relationships, provision for definition of duties, tenure of office, educational training, salaries, choices of

²⁰W.E. Campbell. "A Study of the Organizational Patterns, Functions and Responsibilities of the Position for Business Administration in Large City School Systems" p. 30.

²¹Ibid., pp. 30, 31.

magazines read, membership in organizations and functions performed. In his study of public school business executives in the cities of 25,000 or more in enrollment, Heer concluded that the unit type of school organization was desirable, that the chief business official should be in the position of assistant superintendent in charge of business affairs, and that the business official should not be in charge of financial accounting, but rather that this function be performed by a secretary to the superintendent and board of education.²²

Heer also found that the chief business official was responsible to the superintendent in 112 (51.9 per cent) school districts and to the board of education in 104 districts (48.1 per cent).²³

The chief value of both Smith's and Heer's studies was to bring forth the position of the business official in the United States into clearer recognition as a distinct occupation and to define it as a specialty of educational administration.

Rosenstengel and Swier's Study: Twenty years later, in 1947, another national study of the business official

²²James Davies, "The Position of the Chief Business Official in the Michigan Public Schools" (unpublished Ph.D. Dissertation, University of Michigan, 1963), p. 28, quoting Amos L. Heer, "A Study of the Status of School Business Officials" (unpublished Ph.D. Dissertation, Ohio State University, 1960), p. 31.

²³Ibid., p. 32.

appeared. In this study, 205 officials throughout the United States were surveyed. The study was concerned with the organizational responsibilities of business managers, their training and experience, the work they do pertaining to financing, their duties in relationship to school plant planning and insurance, their responsibilities for supplies and transportation and their miscellaneous duties.²⁴

Of the business managers studied, the authors found that 33.3 per cent were responsible to the superintendent, 28 per cent to the board of education, and 38.7 per cent were accountable to both the superintendent and the board. The authors also discovered that 93.0 per cent of the business managers had finished high school, 55.2 per cent were college graduates and 24.6 per cent held the master's degree. The respondents, in experience prior to assuming the position of business manager, indicated that 21.0 per cent had had only business experience while 28.1 per cent had had educational and business experience.²⁵

²⁴W.E. Campbell, "A Study of the Organizational Patterns, Functions and Responsibilities of the Position for Business Administration in Large City School Systems" p. 35, quoting C.S. Rosenstengel and Calvin S. Swiers, "Business Administration in City Schools," as cited in The American School Board Journal, Vol. 115 (August, 1947), pp. 32-33.

²⁵Ibid., p. 18 .

Foster's Study: A dissertation, completed by Charles Foster in 1954, was concerned with determining "present-day procedures, practices, techniques and responsibilities, of school business management in selected public schools in Illinois. The author also attempted to ascertain which principles of those reported were considered to be most successful in business management."²⁶

Foster concluded that the study reveals "a lack of uniformity in practices among school business managers in Illinois and indicated some procedures for modifying business practices and business forms utilized in business management..." The author stated further that an important implication of the study was that the business manager "...of a large school system is essentially a problem solver. The responsibility and authority which his position gives him tends to make his work a succession of 'yes, no, or other decisions'."²⁷

Hafner's Study: Hafner completed a project in 1955 on the subject of The Professional Status of Chief Public School Business Officials. The purpose of the study was "to examine the present professional status of public school business administration in order to determine how it can

²⁶C.W. Foster, "Business Management Techniques and Procedures Currently Practised in Selected Public Schools in the State of Illinois," (unpublished Ed.D Dissertation, Northwestern University, 1954), p. 1.

²⁷Ibid., pp. 47, 48.

be made a more effective and integral part of the education profession."²⁸

The author listed eight attributes of a profession and attempted to find out the degree to which the school business officials in the United States satisfied these criteria, by obtaining the opinions of a selected number of superintendents of schools, presidents of associations of school business officials, and of departments of education in the, then, forty-eight states. The more important conclusion arrived at through his project was that the business managers had to satisfy each of the criteria more completely in order to establish their position more firmly among the educational professions,²⁹

The Association of School Business Officials Bulletin:

In 1960, the Association of School Business Officials of the United States and Canada wrote a bulletin entitled The School Business Administrator in which they attempted to describe the status of the school business administrator and to recommend practices relating to that position. Although some research was conducted, the study was primarily a summary of writings and of opinions concerning

²⁸W.E. Campbell, "A Study of the Organizational Patterns, Functions and Responsibilities of the Position for Business Administration in Large City School Systems," quoting Arthur H. Hafner, "The Professional Status of Chief School Business Officials" (unpublished report of a project, Teachers College, Columbia University, 1955), p. 105.

²⁹Ibid.

the qualifications of the school business official, his position within the school organization, and the conditions under which he works.³⁰

Campbell's Study: Also, in June, 1960, W.E. Campbell completed a doctoral dissertation entitled A Study of the Organizational Patterns, Functions and Responsibilities of the Business Administration in Large City School Systems.

In this study school systems of cities that had a population of 100,000 or more, according to the 1950 census were given questionnaires in which "guiding principles were formulated as a means whereby the position for school business administration was appraised with respect to its organizational patterns, functions and responsibilities."³¹ To each principle Campbell formulated a conclusion based on supporting evidence and recommendations regarding the principle.

Hrynyk's Study: A study done at the University of Alberta in 1962 by Nicholas P. Hrynyk, entitled A Descriptive Survey of School Division Secretary-Treasurers was necessitated by an apparent increase in the secretary-treasurers' responsibilities as a result of the formation

³⁰ Association of School Business Officials, The School Business Administrator, Bulletin No. 21, p. 1.

³¹ W.E. Campbell, "A Study of the Organizational Patterns, Functions and Responsibilities of the Position for Business Administration in Large City School Systems", p. 50.

of school divisions. The new type of organization placed them in a position to have a considerable influence on the operation of the divisional schools in Alberta. The purpose of the study was to examine the nature of the position of the secretary-treasurer in Alberta school divisions and to determine such things as the factors involved in the selection of secretary-treasurers, their duties and powers and their possible influence on school division policies and business procedures.³² From questionnaires sent to secretary-treasurers, Hrynyk concluded that secretaries were a mature, experienced group with a fairly good educational background. Many of them reported evidence of training in accounting and it was generally felt that this type of background was most useful to them in their performing their duties.³³

In their 45.2 hour average work week, it was reported that they had most responsibility for routine tasks which involve little decision making. Their least responsibility was in areas which involved basic decisions about the business of the school division, while their most consuming duties and those over which they had most control were keeping records, paying accounts, and making purchases.³⁴

³²Nicholas P. Hrynyk, "A Descriptive Survey of School Division Secretary-Treasurers," p. 4.

³³Ibid.

³⁴Ibid.

In the area of policy making, secretaries had many opportunities to affect board policies by making decisions for which the board had no policy and by recommending new policies to the boards.³⁵

THE PROVINCIAL SCENE

The development of education in Newfoundland can be examined only when it is studied in relation to the political, social and economic conditions which are existing and have existed in the province. Frecker suggests that "a country's education is inextricably interwoven into the texture of its social, political and economic history."³⁶ If one wants to really understand the educational picture of any area, one must examine its history in order to gain an understanding of the society in which it began and developed.

Warren, in his thesis, "Financing Education in Newfoundland," says that Newfoundland has had a long past but a short history. He continues to state that although the island was discovered in 1497 and claimed for Queen Elizabeth in 1583, permanent and legal settlement was delayed until the early eighteen hundreds.³⁷

³⁵Ibid.

³⁶Philip J. Warren, "Financing Education in Newfoundland," (unpublished Ph.D Dissertation, University of Alberta, 1962), p. 21.

³⁷Ibid.

While the repressive British legislation delayed settlement in Newfoundland, the fishing industry served as a catalyst in encouraging settlers to live in isolated harbours and inlets near the best fishing grounds. Thus the population of Newfoundland became scattered throughout the province, isolated from and literally inaccessible to one another. This isolation was bound to have a tremendous effect on the type and quality of education received in the province for a long time. But another important event also had a tremendous impact on the development of education in this province.

In 1874 a denominational system of education was established in Newfoundland, with eventually all the churches of any size being recognized for educational purposes. This inevitably led to a multiplicity of school boards, some duplication and overlapping of school services and a lack of co-ordination and standardization. ³⁸

The impact of these three factors - the repressive legislation, the effect of the fishing industry, and the setting up of a denominational system of education, can be seen by the fact that in 1959 there were 309 small, local school boards. Each board was too small to hire the professional, competent staff necessary to man such a large interest as education. The position of the superintendent of the school districts was non-existent and the duties, now the responsibility of the business managers,

³⁸ Minutes of meeting of Association of School Board Business Administrators of Newfoundland and Labrador, April, 1971.

were supposedly handled by the chairman of the school board and the secretary-treasurer, if there was one. Both the chairmen and the secretary-treasurers were volunteers who were mostly ill equipped in competence and qualifications to handle the heavy burden imposed upon them.

However, the Department of Education in 1964 established a Royal Commission on Education and Youth. In 1969 the government enacted legislation which brought many of the recommendations of the Commission to fruition. The most important piece of legislation, from the view-point of this study, was the one which enabled the individual school boards to hire their own business managers.

Thus the business managers have been in office for two years in most of the thirty-five districts. In an attempt to

- (1) promote a good relationship between Association members and (a) school boards, (b) Department of Education, (c) Denominational Education Committees and learning institutions;
- (2) act as a representative body for its members and to make representation on their behalf in establishing classification, formulating salaries, and initiating pension, insurance and other employee benefits;
- (3) establish and promote in-service training, workshops, seminars, and exhibitions for the educational cultural and social benefits of its members;³⁹

³⁹ Minutes of meeting of Association of School Board Business Administrators of Newfoundland and Labrador, April, 1971.

a meeting was held in Gander in June, 1970, where it was decided to form an association of school business administrators. Another meeting was called on April 16, 1971, at Gander, where an Association of School Board Business Administrators of Newfoundland and Labrador was formed. Since that time regular meetings have been held; a workshop was organized in April, 1973, in which the Department of Educational Administration at Memorial University, was invited to participate. From this workshop came certain recommendations which, if implemented, will certainly improve the lot of the business managers in Newfoundland.

CHAPTER III

SEX, AGE AND REASONS FOR CHOOSING THE POSITION OF BUSINESS MANAGER AS A CAREER

The position of business manager has been a relatively new one in the province of Newfoundland. The emergence of this position may have attracted people from various walks of life, from various age groups - people with varying interests, who have chosen the position of business manager for various reasons. Information, therefore, reviewed in this chapter will help to provide a picture of the typical business manager. Also, factors such as sex, age, size and type of school districts, will be used in later stages of the study to compare the duties and responsibilities of the business managers.

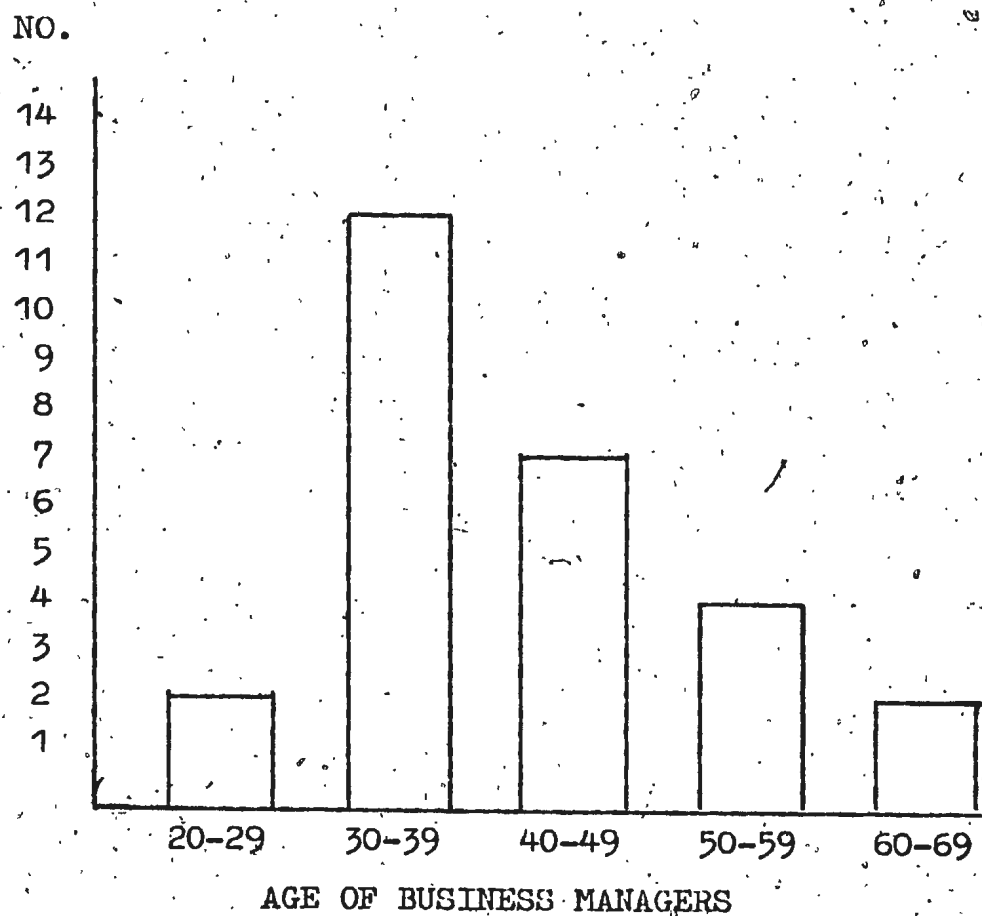
SEX AND AGE

Of the total respondents (27) to the questionnaire, only one was female. While the researcher had intended to use this variable for comparing the duties and responsibilities of business managers, it was felt that, because of the limited number of females, it would be ignored.

Figure 1 shows a distribution of business managers according to age. The average age reported in 1971 was 40.5 years. Two (7 per cent) of the business managers

FIGURE 1

AGE DISTRIBUTION, SCHOOL BOARD BUSINESS
MANAGERS, NEWFOUNDLAND, 1971



were in the twenty-nine range; twelve (44 per cent) were in the thirty to thirty-nine year group; seven (26 per cent) in the forty to forty-nine; four (15 per cent) in the fifty to fifty-nine year; and two (7 per cent) reported ages between sixty and sixty-nine years. On the whole, therefore, business managers tend to be a young group of men who are in a position to have a tremendous impact on all phases of education.

TYPE AND SIZE OF SCHOOL DISTRICT

The type of organizational structure in which a person works is bound to have an effect on the kind of work that person does and on how well he does it. Both the unitary and multiple control types of organizational structures are in effect in the provincial school districts, according to the responses given by the business managers. If a business manager works in a hierarchical structure where he is on an equal status with the superintendent, and the school board is his immediate superior, then he is bound to have a different set of areas of responsibility than if his immediate superior were the superintendent.

Similarly, the size of the school district will affect the role of the business managers. The size of the district directly determines the number of employees who work under the business manager in the central office. Thus the business manager in a large district will be able

to delegate areas of responsibility to his staff. This, however, would not mean that he would not be held responsible for these areas. In fact, he is responsible to either the superintendent or the school board for all duties assigned him.

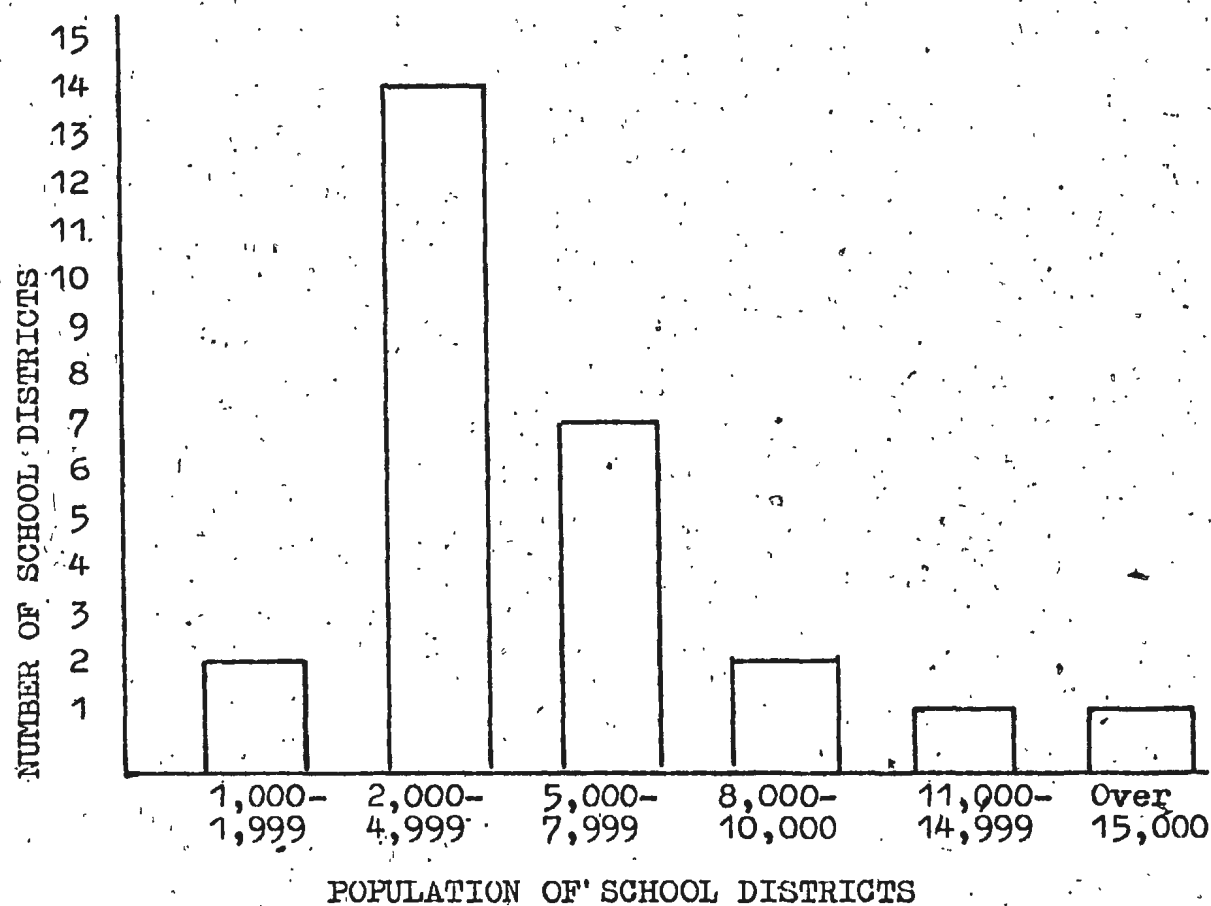
In the study, according to the responses given by the business managers, out of a total of twenty-seven, twenty (74 per cent) thought that there was unitary control while seven (26 per cent) perceived the organizational framework of their respective school boards as being multiple control. A summary of this information can be found in Table 1.

TABLE I
TYPES OF SCHOOL DISTRICTS, NEWFOUNDLAND, 1971

Types of School Districts	Number
Unitary Control	20
Multiple Control	7
Total	27

Figure 2 shows the distribution of school districts according to size; it can be seen from the figure that there is a large disparity between them. The range of sizes of school districts was from 1714 to 22,000 with a mean population of 5273. This can also be seen reflected in the number of school board employees who report

FIGURE 2
SIZES OF SCHOOL DISTRICTS,
NEWFOUNDLAND, 1971



directly or indirectly to the business manager. It is evident that this factor has a tremendous effect on the working conditions of the business managers. Moreover, there are certain areas of responsibilities for which all business managers are held accountable. These areas might be delegated to a subordinate who reports to the business manager, as is the case in many larger school districts, or they might be done directly by the business manager, himself. Therefore a set of areas of responsibility should be compiled by the business managers to act as a guide for these personnel. This will be discussed in greater detail in chapter VII.

REASONS FOR CHOOSING THE POSITION OF BUSINESS MANAGER AS A CAREER

The following are typical of the comments given by business managers as to why they chose the position as a career:

- 1) I wanted to work with children;
- 2) Desire to work with a complete set of records;
- 3) The prestige the job offered;
- 4) Freedom from the "Race";
- 5) Sense of being involved in something worthwhile.

Although the questionnaire was designed to be flexible enough to invite comments from the respondents, the researcher listed a number of responses, the appropriate

one(s) to be checked by the business managers. The distribution of the replies is shown in Table II. Twenty-two (80 per cent) of the business managers indicated that the type of work appealed to them; the permanent employment, more pay and better working conditions attracted them; three (11 per cent) wanted to be of service to education while another two said that they were invited to take the position.

TABLE II

REASONS FOR CHOOSING THE POSITION OF BUSINESS
MANAGER AS A CAREER, NEWFOUNDLAND, 1971

Reasons	No.	Per cent
Type of work	22	81
Service to education	3	11
Invited to take the position ..	2	7
Total	27	

ADVANTAGES AND DISADVANTAGES

An effort was made in the study to find out what business managers thought to be some of the advantages and disadvantages of the position as a career. In order to elicit the more valuable reactions the questionnaire was designed so that the respondents could include any type of advantage or disadvantage. In tabulating the data, the researcher took all the responses and sorted them

into a classification list. The researcher decided to place the responses in two categories: personal and social. Responses similar to "The career was challenging and interesting," were included in personal advantages, while "Being of service to education" were included in the social category. The results can be seen in Table III. From the questionnaires, thirteen (48 per cent) cited responses which were included as personal advantages; eight (30 per cent) cited replies which fell in the category of social advantages; one (4 per cent) said there were no advantages.

The same dichotomy was used in summarizing the disadvantages. Those similar to "not enough pay" or "being overworked" fell into the personal category while "not enough public support, especially financial" was included in social disadvantages. Thirteen (48 per cent) cited personal disadvantages, five (18 per cent) cited social disadvantages and two (7 per cent) said there were no disadvantages. These results can be found summarized in Table IV.

TABLE III

ADVANTAGES OF THE CAREER AS BUSINESS
MANAGER, NEWFOUNDLAND, 1971

Advantages	No.	Per cent
Personal	13	48
Social	8	30
None	1	4
Total	22*	

TABLE IV

DISADVANTAGES OF THE CAREER AS BUSINESS
MANAGER, NEWFOUNDLAND, 1971

Disadvantages	No.	Per cent
Personal	13	48
Social	5	18
None	2	7
Total	20**	

* Only 22 of the respondents replied to this question.

** Only 20 of the respondents replied to this question.

SUMMARY

Since its inception in Newfoundland, the position of business manager has attracted a fairly young group of men who are in prime positions to exert an influence on education in this province. The respondents perceived the type of organizational structure in the central offices to be either one of two types. Twenty business managers thought that their immediate superior was the superintendent, while seven perceived it to be the school board.

The duties of the business manager vary with the size of the school district. In this province, there is a wide disparity between the sizes of the various school districts; the range of student population is from 1714 to 22,000.

It appears that the business managers were attracted to the position because of the nature of the work. Having taken the position they found that it had its advantages and disadvantages. "Freedom to work independently" was counterbalanced by a lack of demarcation between the role of the superintendent and that of the business manager.

CHAPTER IV

EDUCATION AND VOCATIONAL EXPERIENCE

The purpose of this chapter is to get a general idea of the education and vocational experience of the business managers in Newfoundland. It is widely felt that the business manager, because of the very nature of his position, does play a significant role in the direction which education takes in the school districts. This aspect of the study is all the more interesting because the position is relatively new in this province. Some of the secretary-treasurers of the old local school boards were in advantageous positions to become candidates for the new office.

For the purpose of this study, education was considered to be instruction one receives in a formalized institution such as high school, trade schools and universities. Vocational experience included the practical, field-type of experience. An attempt was also made to investigate the types of in-service training (if any) these people undertook.

FORMAL EDUCATION

This section reviews the formal education which business managers have, including that which was attained

before the position was assumed and also in-service training.

Table V and Figure 3 show a summary of the education that business managers presently have. Of the twenty-seven, only one (4 per cent) of them did not complete high school.

Out of the twenty-six who did complete high school, only ten (37 per cent) took some form of higher education; four had one year of post secondary education; three had three years and two had four years; one of the business managers was a university graduate and had one year's training after graduation.

It thus seems that business managers do not have a fair and extensive formal education. There does not appear to be any minimal qualifications and the range of years of formal education is indeed a great one, from a high school drop-out to a university graduate. Today when there is an ever-increasing emphasis on in-service training and professionalism, it is absolutely imperative that groups, who wish to be considered professional, become involved in continuous education. If possible, it would also be advisable that there should be some minimal qualifications which a person must attain prior to becoming a business manager of our school districts.

FIGURE 3

EDUCATIONAL BACKGROUND OF BUSINESS MANAGERS,
NEWFOUNDLAND, 1971

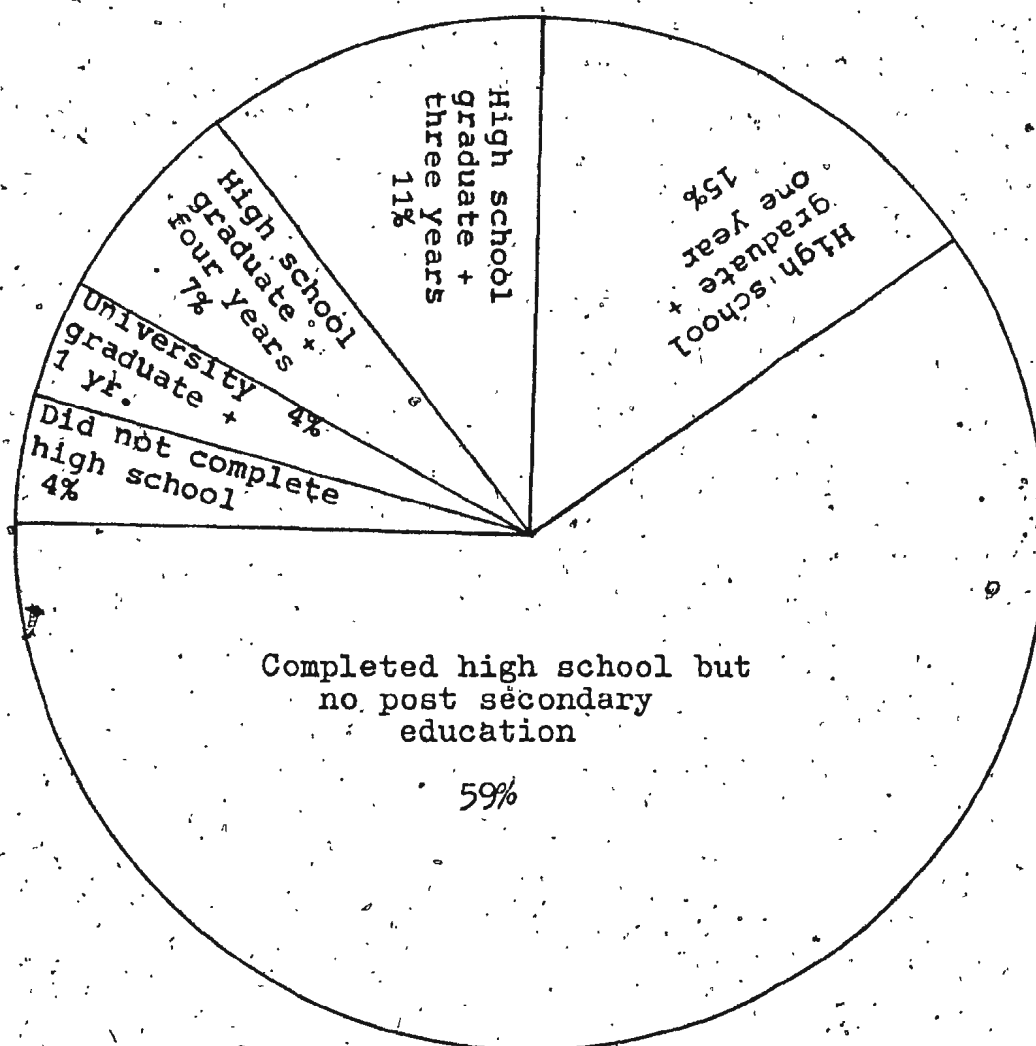


TABLE V

EDUCATIONAL BACKGROUND OF BUSINESS MANAGERS,
NEWFOUNDLAND, 1971

Background	No.	Per cent
Did not complete high school	1	4
Completed high school but no post secondary education	16	59
High school graduate + one year ...	4	15
High school graduate + two years		
High school graduate + three years ..	3	11
High school graduate + four years ...	2	7
University graduate		
University graduate + one year	1	4
Total	27	

HELPFUL TYPES OF EXPERIENCE

How well one does one's job is very often directly related to the types of experience one has prior to taking that job. Almost all of the business managers had certain occupations previous to their assuming their present responsibilities; some of these experiences were invaluable to them while others were not. In an effort to gain some idea of what types of experiences were most helpful, a question eliciting this information was incorporated in the questionnaire. The business managers were asked to judge the usefulness of their previous experience as an aid in the performance of their duties.

Table VI lists the types of experience in the order of their value. Each type of experience was given a value based on the following points: if the experience were judged to be most helpful, it was assigned a value of three; if it were secondary in importance, it was assigned a value of two; and if it were least in importance, it was assigned a value of one.

As can readily be seen from the table, accounting, business finance, purchasing and its related fields were considered to be the most important and helpful types of experience. This will be discussed to a greater degree in the last chapter of this study.

TABLE VI

HELPFUL TYPES OF EXPERIENCE (with weightings)*
 BUSINESS MANAGERS, NEWFOUNDLAND, 1971

Types of experience	Value
Accounting	27
Business finance	17
Purchasing	13
Office management	8
Member of school board	8
Teaching	7
Banking	7
Secretary-treasurer of school board	6
Building maintenance and planning	5
Dealing with the public	2
Cost clerk	2
Welfare officer	2
Hotel management	2
Selling	2
Insurance	1
Paymaster	1
Corporation law	2
*Key: Most important type of experience	3
Experience secondary in importance ...	2
Least important type of experience ...	1

HELPFUL TYPES OF EDUCATION

As has already been stated, the types of experience in which one has been involved, has a major effect upon how well one does one's job. This is no less true for the types of education to which one has been exposed. The researcher therefore sought a way of finding out what types of education were considered to be most important and helpful. Table VII presents a summary of the findings which have been treated in the same kind of way as have those of the helpful types of experience.

As can be seen from the table, the most helpful types of education corresponded highly with the most helpful types of experience. Accounting, by far, was considered to be the most helpful type of education, followed by finance, general administration, and teacher training. This is bound to have great ramifications on the kinds of education one should be exposed to prior to becoming a business manager or on in-service programs taken while one is involved in this particular occupation.

Surprisingly, teacher training is fourth in the order of importance. When one considers the limited number of business managers who have been teaching and compares that with the other areas to which business managers are associated, teacher training, as a helpful type of education, is exceptionally high on the table.

In much the same way as it is advisable for

superintendents, principals and other administrative personnel to be knowledgeable, to a certain degree, in business procedures it is equally the same for the business managers to be knowledgeable in courses in education, in particular, courses relating to the aims of education and educational administration. This would enable the business manager to obtain more of an overall view of education and therefore better enable him to do his job.

IN-SERVICE EDUCATION

Although the office of business manager is relatively new in this province, being only two years old when the study was undertaken, the researcher thought that it was useful to find out if any of the business managers had become involved in in-service education since assuming the position. Of the twenty-seven, only six (22 per cent) replied that they had taken any kind of training. A breakdown of that training can be found in Table VIII. Eleven (41 per cent) stated that they had not done any, and the remaining ten did not answer. As can be seen, the types of in-service programs completed correlated highly with the most helpful types of education.

As has been stated earlier, business managers have to continue to upgrade themselves if they are to keep abreast of all the changes which are taking place in society, particularly in the fields of education and

TABLE VII

HELPFUL TYPES OF EDUCATION, (with weightings)*
 BUSINESS MANAGERS, NEWFOUNDLAND, 1971

Types of Education	Value
Accounting	42
Finance	9
General Administration	8
Teacher Training	4
Banking	3
Bookkeeping	3
Retail Business Course	3
Social Welfare	2
Public Relations	1
Marketing and Sales Promotion	1

* Key: Same as in Table VI

TABLE VIII

IN-SERVICE TRAINING, BUSINESS MANAGERS, 1971

Type of Education	No.
Accounting	3
Business Management	2
Teaching	1
Total	6
No. who did not do any courses	11
No. who did not respond	10

business. The courses to be done should take into account the most helpful types of education to which business managers have already been exposed.

SUMMARY

The business managers in the school districts did not have an extensive formal education. From the twenty-seven respondents only ten had gone on from high school to do some form of post secondary education. Of the education to which business managers had been exposed, accounting and its related courses seemed to have been most helpful to them in the performance of their duties. Teacher training ranked a high fourth in terms of rank order; this is surprising when one considers that few business managers had been exposed to this particular

type of education.

The helpful types of experiences compared most favourably with the helpful types of education. Again accounting and financial planning proved to be very helpful to business managers.

When asked if they had taken any form of in-service education since assuming their present position, only six (22 per cent) replied that they had.

CHAPTER V

APPOINTMENT AND SALARIES

The manner in which business managers were appointed, the factors which they think were instrumental in their appointment, and the main duties outlined to them at the time of their appointment, are the items reviewed in this chapter. They would all have a bearing on how the candidates for the appointment viewed their future jobs when they applied. This reflects back to some of the disadvantages of the position (chapter 3) where some business managers stated that they were uncertain of what their roles were. Also reviewed in this chapter is the salary paid to the business managers.

METHOD OF APPOINTMENT

As has been stated earlier, the secretary-treasurers of the old school boards were in prime positions to be appointed to the new school boards. Thus, it was of interest to know how many succeeded to their present positions after having served on one of the former boards and how many of them were residents of the school district at the time of their appointments.

As has been summarized in Table IX only five of the business managers were appointed from another job

TABLE IX
METHOD OF APPOINTMENT OF BUSINESS MANAGERS,
NEWFOUNDLAND, 1971-

Method of appointment	No.
Appointed from another job within the school system	5
Recommended by their predecessor	0
Referred by an employment agency	0
Recommended by a college or university	0
Living in the community and their qualifications were known	3
Heard about the opening and made application.	18
Other	0
Total	26
No response	1

TABLE X

FACTORS IN APPOINTMENT OF BUSINESS MANAGERS,
NEWFOUNDLAND, 1971

Factors	No.*
Business experience	25
Business training	12
Formal training	8
Regard in community	7
Educational administrative training	4
Teaching experience	3

* Many business managers listed more than one factor.

within the school system; three were living in the community and their qualifications were known, while eighteen heard about the opening and applied for it.

Therefore it seemed that most of the business managers obtained their positions after an advertisement was placed and after they had filed an application.

From the twenty-seven questionnaires, twenty-three (85 per cent) indicated that they were residents of the school district at the time of their appointment while three (13 per cent) were not residents.

FACTORS INSTRUMENTAL IN APPOINTMENT

The factors which business managers thought were instrumental in their being appointed to the position are summarized in Table X. The left column gives the types of factors listed by the business managers and the right gives the number who gave each type as a response.

Twenty-five business managers thought that their business experience was a factor; twelve listed business training; eight checked formal training; seven indicated the regard in which they were held in the community as being a factor; four, their educational administrative training; and three, their teaching experience.

DUTIES OUTLINED AT TIME OF APPOINTMENT

Fourteen business managers indicated that the duties were outlined to them at the time of their appointment; ten stated that they were not outlined to them and two failed to respond to this item. When asked, "Who outlined these duties to you?" seven said that the superintendent outlined them; six, the board chairman; one, the hiring committee and one, the finance committee.

It could be quite possible that this has much to say about the way the boards work. The researcher fails to see how the finance committee or the hiring committee, which, at best, should be ad hoc committees, helping to establish policy, could have any responsibility in this area. If the areas of responsibility were outlined by the superintendent, then this could possibly indicate unitary control, but if they were outlined by the board chairman, then it could possibly be multiple control.

SALARY

The primary purpose of any good salary plan is to attract and retain the services of competent people. Two obvious questions arise from this statement: (1) Do business managers in Newfoundland have a good salary plan? (2) Is it good enough to attract and retain the services of competent people?

From the twenty-seven questionnaires returned, six

(22 per cent) of the business managers stated that their school boards had salary schedules for them; twenty-one (78 per cent) did not. This information can be found summarized in Table XI. While six boards saw it to their advantage to organize salary schedules, the fact is that there was a wide disparity between the salaries paid to business managers.

Twenty-seven business managers reported a mean salary of \$8,407 per year; the median and the mode also fall in the same salary range, the median being \$8,400 and the mode \$8,000 - \$9,999. The lowest salary was \$5,000 and the highest was \$13,000. Table XII shows a further distribution of the salaries reported.

Four business managers reported receiving between \$4,000 and \$5,999; seven received between \$6,000 and \$7,999; ten between \$8,000 and \$9,999; five between \$10,000 and \$11,999 and one between \$12,000 and \$13,999.

These figures were obtained in 1971; since that time the Association of School Board Business Administrators has conducted various surveys, and in 1973, the following information regarding salaries was collected and is summarized in Table XIII.

The measure of central tendency (median), in this case, changed from \$8,400 to \$9,000; the mode, however, remained the same at \$8,000 - \$9,999.

Whether this salary is sufficient is a point of

TABLE XI
SALARY SCHEDULES, BUSINESS MANAGERS,
NEWFOUNDLAND, 1971

Number of business managers having salary schedules	6
Number of business managers not having salary schedules	21
Total	27

TABLE XII
SALARIES OF BUSINESS MANAGERS, NEWFOUNDLAND, 1971

Range	No.
\$4,000 - \$5,999	4
\$6,000 - \$7,999	7
\$8,000 - \$9,999	10
\$10,000 - \$11,999	5
\$12,000 - \$13,999	1
Total	27

TABLE XIII
SALARIES OF BUSINESS MANAGERS, NEWFOUNDLAND, 1973

Range	No.
\$4,000 - \$5,999	1
\$6,000 - \$7,999	8
\$8,000 - \$9,999	10
\$10,000 - \$11,999	7
Over \$12,000	5
Total	29

discussion for each individual board. In order to obtain the services of well qualified and competent people and in order to keep these individuals, a good salary must be paid them.

The Department of Education makes allowance in its budget for school boards to pay a minimum in salary to the superintendent. In some cases, the individual school boards supplement is usually based upon a number of related and very important factors, such as the qualifications of the superintendent and the size of the school districts. Nevertheless the fact remains that, if the individual school boards wish, there is a minimum salary paid to superintendents.

Therefore, if the business manager is supposedly second in line, or, as this study indicates, is on an

equal status with the superintendent in the hierarchical structure, then perhaps an argument can be made for establishing a minimum salary for the business managers. This minimum salary would of course be dependent upon factors such as the size of the district and the qualifications and experience of the business managers.

The salaries of nineteen business managers were negotiated with the boards while those of seven were set without negotiation by the board.

SUMMARY

Most of the business managers learned of the available positions through ordinary means; that is, through advertisements or through some person who knew about the vacancy. Experience and training in business appeared to be considered as the most important factors in their appointments. When the business managers were appointed, their duties were outlined to many of them by different people or groups of people who interviewed the candidates, while in other cases, the board chairman, the finance committee or the hiring committee did the honours.

The average annual salary set in 1971 was \$8,407, but this increased somewhat in 1973 to \$9,000. It was usually set through negotiation by the board with the business managers. However, many in-roads can be made in this field by the provincial Association of School Board Business Administrators.

CHAPTER VI

POLICY MAKING

This chapter contains a review of the way in which the business managers perceived the degree of responsibility which the school board members, superintendents, principals, teachers and they, themselves, had for various phases of policy making. The business managers were requested to place a check in front of each of the personnel listed to indicate the degree of responsibility each one had in the different areas. For example, if the business manager thought that the superintendent had exclusive responsibility in the area of business policy, then he placed a check in column I, indicating exclusive responsibility, opposite the position of the superintendent. Table XIV summarizes the information gained in part IV of the questionnaire.

When one exposed to administration and to its processes considers policy making, one usually thinks about it being the role of the school board. The lay members of the school board arrive at these policies largely through the instigation of the members of its staff. If there is a need for policy to be set in the area of instruction, the demand gets to the top of the hierarchial structure through the board's chief executive

TABLE XIV

THE ROLE OF VARIOUS PERSONNEL IN POLICY MAKING
AS PERCEIVED BY BUSINESS MANAGERS,
NEWFOUNDLAND, 1971

Function and position	Degree of responsibility (No)			
	Excl.	Maj.	Min.	None
(i) Initiation of business policies				
a. School board members		17	7	0
b. Superintendent		18	6	1
c. Business Manager		15	10	0
d. Principals			11	13
e. Teachers			5	19
(ii) Formulation of business policies				
a. School board members	1	18	4	1
b. Superintendent		16	5	0
c. Business Manager		14	9	2
d. Principals			5	16
e. Teachers			3	16
(iii) Implementation of business policies				
a. School Board Members		3	9	10
b. Superintendent		14	6	4
c. Business Manager	1	19	4	2
d. Principals		2	6	15
e. Teachers		1	2	20
(iv) Control of business policies				
a. School Board Members		14	5	4
b. Superintendent		18	4	1
c. Business Manager		18	7	1
d. Principals		1	4	16
e. Teachers			1	20

TABLE XIV (continued)

Functions and position	Degree of responsibility (No)			
	Excl.	Maj.	Min.	None
(v) Evaluation of business policies				
a. School Board Members		15	6	3
b. Superintendent		17	6	1
c. Business Manager		18	6	2
d. Principals		2	5	15
e. Teachers			4	18

officer, the superintendent. The business manager whose responsibility it is to administer the finances of the school board, is in a prime position to know if policy is required. He thus has an immense responsibility in its initiation, formulation, implementation, control, and evaluation. If he doesn't, then there must be something drastically wrong.

The results of part IV of the questionnaire revealed that business managers played a large part in all phases of policy making. In addition to their playing a large part, they also perceived other individuals, such as the superintendent and the board members, having a great responsibility in these areas with minor emphasis placed on the principals and teachers. On the latter point there is an argument to be made for the principals and teachers assuming a greater part in certain phases of

policy making such as its initiation. Probably, if there is a demand for a business policy, then ideally it should come from the grass roots of the organization - from the teachers and principals in the schools. Nevertheless it does seem that business managers perceived that they played a great part in the making of business policy.

In the responses to the questionnaire it was revealed, as is stated in chapter three, that business managers ~~thought~~ that there were twenty districts which could be classified as being unitary control and the remaining seven, multiple control. The researcher selected these two factors and compared the degree of responsibility of business managers in policy making in each of them. The results can be seen summarized in Table XV.

It appears that business managers under both types of organizational frameworks perceived that they had a high degree of responsibility in all phases of policy making. Nevertheless, there does seem to be a difference between the two types. Under unitary control there appears to be a great disparity between the percentages. For example, while seventy per cent perceived that they had major responsibility in evaluating business policies, fifteen per cent thought that they had no responsibility. On the other hand, under multiple control, all business managers perceived that they had major or minor responsibility in all phases of policy making. When one looks

TABLE XV

DEGREES OF RESPONSIBILITY OF BUSINESS MANAGERS IN POLICY MAKING CLASSIFIED ACCORDING TO
UNITARY AND MULTIPLE TYPES OF CONTROL, NEWFOUNDLAND, 1971

Phases of Policy Making	Unitary Control				Multiple Control			
	Excl. %	Maj. %	Min. %	None %	Excl. %	Maj. %	Min. %	None %
INITIATION of business policies		14 70	5 25			4 57	3 43	
FORMULATION of business policies		10 50	7 35	2 10		4 57	3 43	
IMPLEMENTATION of business policies	1 5	13 65	2 10	3 15		6 85	1 14	
CONTROL of business policies		12 60	6 30	1 5		6 85	1 14	
EVALUATION of business policies		14 70	2 10	3 15		4 57	3 42	

TABLE XVI

DEGREES OF RESPONSIBILITY OF BUSINESS MANAGERS IN POLICY
MAKING CLASSIFIED ACCORDING TO QUALIFICATIONS,
NEWFOUNDLAND, 1971

Phases of Policy Making	Category I				Category II			
	Excl. %	Maj. %	Min. %	None %	Excl. %	Maj. %	Min. %	None %
INITIATION of business policies		11 65	5 29			7 70	3 30	
FORMULATION of business policies		9 53	4 24	2 12		5 50	5 50	
IMPLEMENTATION of business policies	1 6	12 70	1 6	2 12		7 70	3 30	
CONTROL of business policies		10 59	5 29	1 6		8 80	2 20	
EVALUATION of business policies		11 65	3 18	2 12		7 70	3 30	

for a reason for this occurrence, one could possibly assume that, under the multiple control type of organization, the business manager assumes more responsibility in various areas of policy making. In the unitary type of organization, the superintendent could be the one who assumes the major responsibility for these functions.

Also, in the study it was revealed that seventeen business managers did not continue with their formal education after they left school while ten went on to do some years of post secondary education. These two factors were also taken to make a comparison of the degrees of responsibility business managers had in various phases of policy making in the same way as the degrees of responsibility were compared under the types of organization. The researcher therefore took those who did not continue their education after public school and classified them as category I, and the business managers who did go on to do post secondary education were classified as category II. Thus seventeen business managers were contained in category I and ten in category II. Table XVI summarizes the findings of this particular aspect of the study.

It appears that business managers in category II had a greater share of the responsibility in the making of policy. All scores are contained in the major or minor column while in category I some scores lie in the none column.

SUMMARY

Business managers in Newfoundland perceived that they played a great part in all aspects of policy making, as do superintendents and board members. Generally it appears that business managers in both types of organizational structures perceived that they played major parts in policy making; those individuals who worked in a multiple control type of organization envisaged that they had more responsibility in various phases of policy making when compared to their counterparts who worked in a unitary control type of organization. A similar result can be seen when the comparison is made according to qualifications. Business managers who had formal education in post secondary institutions assumed more responsibility in the various phases of policy making than did those who did not continue their education after public school.

CHAPTER VII

DUTIES OF BUSINESS MANAGERS

As has been stated earlier, the position of the business manager has been a relatively new one in the province of Newfoundland. Because the position is so new and because many of the business managers are inexperienced in conducting business affairs in an educational setting, a great majority of the duties had to evolve, based on the needs of the area and upon the competence of the person(s) holding the office. In order to gain some information on what the duties of the business managers are, this matter was included in the study.

Firstly, the researcher, through the related literature, gained information on what the areas of responsibilities or duties of the business managers in the other Canadian Provinces and in the United States were. This list was revised to take into account the needs and differences of this province.

The duties were then presented in the questionnaire and each respondent was asked to check if he had exclusive, major, minor or no responsibility in these areas. A summary of this information is presented in Table XVII.

TABLE XVII

DEGREES OF RESPONSIBILITY IN VARIOUS DUTIES,
BUSINESS MANAGERS, NEWFOUNDLAND, 1971

Duties	Excl.	%	Maj.	%	Min.	%	None	%
A. FINANCIAL PLANNING								
1. Compilation of the budget.	3	11	20	74	3	11	1	4
2. Long term fiscal planning.	1	4	15	55	9	33	2	7
3. Budget control.	9	33	14	52	3	11	1	4
4. Policy making regarding budget.			14	52	11	40	2	7
B. ACCOUNTING								
1. Current or general fund.	18	67	8	29	1	4		
2. Capital funds.	14	52	10	37	1	4	1	4
3. Student activity funds.	2	7	2	7	8	29	14	52
4. Inventory.	12	44	9	33	3	11	2	7
5. Cost accounting	14	52	9	33	2	7	2	7
6. Policy making regarding accounting	8	29	14	52	3	11	1	4
C. AUDITING								
1. Pre-audit procedures	17	63	10	37				
2. Administration of internal audit	15	55	9	33			1	4
3. Post-audit procedures	15	55	10	37	1	4		
4. Maintenance of records and information for audit	18	67	7	26	2	7		

TABLE XVII (continued)

Duties	Excl.	%	Maj.	%	Min.	%	None	%
5. Policy making regarding auditing	6	22	12	44	5	19	3	11
D. PURCHASING AND SUPPLY MANAGEMENT								
1. Purchasing methods	10	37	14	52	2	7		
2. Supply lists	11	40	10	37	4	15	1	4
3. Specifications	7	26	11	40	5	19	3	11
4. Purchase bids	11	40	14	52	2	7		
5. Purchase contracts	9	33	16	59			1	4
6. Storage, delivery, trucking services	10	37	10	37	6	22		
7. Policy making regarding purchasing	6	22	15	55	4	15		
E. SCHOOL PLANT PLANNING AND CONSTRUCTION								
1. Establishing educational standards for sites, buildings and equipment.			6	22	10	37	11	40
2. Design, construction and equipment of plant			5	19	10	37	11	40
3. Selection of architect			5	19	9	33	12	44
4. Ensuring that safety standards are met	2	7	5	19	6	22	13	48
5. Policy making regarding school plant planning and construction			4	15	10	37	12	44

TABLE XVII (continued)

Duties	Excl.	%	Maj.	%	Min.	%	None	%
F. PERSONNEL MANAGEMENT RECORDS								
1. Official notices of appointment and salaries			5	19	9	33	12	44
2. Retirement data and deductions			5	19	9	33	12	44
3. Salary schedules and payments			5	19	9	33	12	44
4. Individual earnings records	2	7	5	19	6	22	13	48
5. Substitute and part-time employees			4	15	10	37	12	44
6. Policy making regarding personnel management records			5	19	8	29	13	48
G. SUPERVISION OF NON-INSTRUCTIONAL EMPLOYEES								
1. Recruitment	2	7	18	67	4	15	3	11
2. Selection	2	7	17	63	6	22	2	7
3. Placement	2	7	17	63	6	22	2	7
4. Training	3	11	13	48	5	19	6	22
5. Advancement	1	4	16	59	4	15	6	22
6. Working conditions	2	7	19	70	3	11	3	11
7. Disciplinary action			16	59	6	22	3	11
8. Termination of services			17	63	3	11	6	22
9. Policy making regarding supervision of non-instructional employees			13	48	6	22	7	26

TABLE XVII (continued)

Duties	Excl.	%	Maj.	%	Min.	%	None	%
H. RELATIONSHIP TO INSTRUCTIONAL STAFF								
1. Dissemination of information on salary, retirement, insurance, etc.	3	11	9	33	10	37	3	11
2. Co-operation in procurement	1	4	7	26	11	40	6	22
3. Co-operation in budget preparation	1	4	12	44	8	29	4	15
4. Policy making regarding relationship to instructional staff			2	7	12	44	12	44
I. MAINTENANCE OF PLANT								
1. Repair of buildings and equipment	4	15	17	63	4	15	2	7
2. Scheduling and allocation of funds and manpower	4	15	17	63	3	11	3	11
3. Policy making regarding maintenance of plant	2	7	14	52	6	22	5	19
J. TRANSPORTATION								
1. Accounting	13	48	11	40	1	4	1	4
2. Purchasing of transportation equipment	1	4	9	33	1	4	13	48
3. Staff supervision and training	2	7	5	19	4	15	13	48
4. Routing and scheduling	1	4	8	29	9	33	8	29
5. Policy making regarding school lunch	1	4	8	29	10	37	7	26

TABLE XVII (continued)

Duties	Excl.	%	Maj.	%	Min.	%	None	%
K. SCHOOL LUNCH								
1. Staffing and supervision			6	22	3	11	16	59
2. Purchasing	1	4	5	19	4	15	15	55
3. Policy making regarding school lunch			6	22	3	11	16	59
L. INSURANCE								
1. Value inventory	7	26	13	48	2	7	3	11
2. Insurance and claims record	10	37	12	44	1	4	2	7
3. Policy making regarding insurance			17	63	5	19	3	11
M. COST ANALYSIS								
1. Unit costs	6	22	13	48	1	4	3	11
2. Comparative costs	7	26	12	44	1	4	3	11
3. Costs distribution studies	6	22	12	44	2	7	3	11
4. Policy making regarding cost analysis	6	22	10	37	3	11	4	15
N. REPORTING								
1. Local, financial and statistical reports	13	48	12	44	1	4		
2. Provincial, financial and statistical reports	11	40	12	44	1	4	1	4

TABLE XVII (continued)

Duties	Excl.	%	Maj.	%	Min.	%	None	%
3. Federal, financial and statistical reports	11	40	10	37	3	11	1	4
4. Policy making regarding reporting	4	15	10	37	7	26	2	7

In an effort to get a better idea of what the main duties of the business managers were, the researcher listed the duties considered to be the exclusive responsibility of the business managers in rank order. This information can be seen summarized in Table XVIII.

EXCLUSIVE RESPONSIBILITY

When items for which more than 50 per cent of the business managers reported exclusive responsibility were classified (Rank 1.5 - 6.5), it was found that they all involved accounting or financial planning.

MAJOR RESPONSIBILITY

For some business managers to have indicated that one has exclusive responsibility and therefore no one else has any, may have been too high a degree of responsibility to assign to a particular area. This could possibly indicate why only those items of rank 1.5 to 6.5 could be included in that category. When one examines the duties and percentages in which more than half of the business managers had major responsibility, one discovers that there were sixteen of these duties; four of them related to purchasing; five to supervision of non-instructional staff; three to financial planning; three to plant maintenance; one each to accounting and insurance.

TABLE XVIII
DUTIES CONSIDERED EXCLUSIVE RESPONSIBILITY BY BUSINESS
MANAGERS IN RANK ORDER, NEWFOUNDLAND, 1971

Duties	%	Excl. Rank	Maj. %	Min. %	None %
Current or general fund	67	1.5	29	4	
Maintenance of record and information for audit	67	1.5	26	2	
Pre-audit procedures	63	3.0	37		
Administration of internal audit	55	4.5	33		4
Post audit procedures	55	4.5	37	4	
Capital funds	52	6.5	37	4	4
Cost accounting	52	6.5	33	7	7
Transportation accounting	48	8.5	40	4	4
Local, financial, and statistical reports	48	8.5	44	4	
Inventory	44	10.0	33	11	7
Supply lists	40	11.25	37	15	4
Purchase bids	40	11.25	52		7
Provincial, financial and statistical reports	40	11.25	44	4	4
Federal, financial and statistical reports	40	11.25	37	11	4
Purchasing methods	37	15.3	52	7	
Storage, delivery, trucking services	37	15.3	37	22	

TABLE XVIII (continued)

Duties	%	Excl. Rank	Maj. %	Min. %	None %
Insurance and claims record	37	15.3	4	7	
Budget control	33	18.5	52	19	4
Purchase contracts	33	18.5	59		4
Policy making regarding accounting	29	20.0	52	11	4
Specifications for purchasing	26	21.3	40	19	11
Value inventory	26	21.3	48	7	11
Comparative costs analysis	26	21.3	44	4	11
Policy making regarding costs analysis	22	24.2	37	11	15
Costs distribution studies	22	24.2	44	7	11
Unit costs	22	24.2	48	4	11
Policy making regarding purchasing	22	24.2	55	15	
Policy making regarding auditing	22	24.2	44	19	11
Policy making regarding reporting	15	29.3	37	26	7
Repair of buildings and equipment	15	29.3	63	15	7
Scheduling and allocation of funds and manpower for plant maintenance	15	29.3	63	11	11
Dissemination of information on salary, retirement, insurance, etc.	11	32.3	33	37	11
Training of non-instructional employees	11	32.3	48	19	22

TABLE XVIII (continued)

Duties	%	Excl. Rank	Maj. %	Min. %	None %
Compilation of budget	11	32.3	74	11	4
Policy making regarding maintenance of plant	7	35.1	52	22	19
Supervision of training of transportation staff	7	35.1	19	15	48
Ensuring that plant safety standards are met	7	35.1	19	22	48
Individual earnings records	7	35.1	19	22	48
Recruitment of non-instructional employees	7	35.1	67	15	11
Selection of non-instructional employees	7	35.1	63	26	7
Placement of non-instructional employees	7	35.1	63	22	7
Working conditions for non-instructional employees	7	35.1	70	11	11
Student activity funds	7	35.1	7	29	52
Purchasing for school lunch	4	44.1	19	15	55
Long term fiscal planning	4	44.1	55	37	7
Advancement of non-instructional employees	4	44.1	59	15	22
Policy making regarding transportation	4	44.1	29	37	26
Routing and scheduling for buses	4	44.1	29	33	29

TABLE XVIII (continued)

Duties	%	Excl. Rank	Maj. %	Min. %	None %
Purchasing of transportation equipment	4	44.1	33	4	48
Co-operation with instructional staff in budget preparation	4	44.1	44	29	15
Co-operation with instructional staff in procurement	4	44.1	26	40	22

MINOR RESPONSIBILITY

There was no duty where more than 50 per cent of the business managers reported having minor responsibility.

NO RESPONSIBILITY

Four of the duties - purchasing for school lunch, staffing and supervision of cafeterias, policy making regarding school lunch, and student activity funds - were listed by more than half of the business managers; fourteen other duties - two related to transportation, six to personnel management records, five to planning and construction of school plant, and one to relationship with instructional staff - were listed by 40 to 50 per cent of the business managers as being no responsibility.

From these figures it seems that, in many school districts, transportation contracts were possibly awarded by public tender; therefore there would have been no need for purchasing equipment or training and supervising the staff. It also appears that funds raised by the students were not controlled in any way by the central office. School lunches could be the responsibility of an outside interest, or there may not be a need for this function. Nevertheless, it does appear that business managers are not taking enough of an active role in the planning and construction of the school plant. Too often school buildings are constructed only to discover after occupancy

that something is wrong which could have been remedied during the construction stage.

ORGANIZATION OF SCHOOL DISTRICTS

As has been stated earlier, the kind of organizational framework in which one works is bound to have an effect on the kind of job one does. In an effort to find out if the duties of a business manager working in a unitary type of organization are different from those of a business manager working in a multiple control organization, the researcher decided to make a comparison. A summary of these findings can be seen in Table XIX.

From the data in Table XIX, it appears that business managers in a multiple control organization are assuming a higher degree of responsibility in the areas of financial planning, accounting, and auditing. This could possibly be explained by the fact that, because their immediate superior is the school board, they assume more responsibility than a business manager in a unitary type of organization whose responsibilities are delegated to him by the superintendent.

Also, in unitary control, the degree of responsibility seems to be more spread out than in multiple control. For example, in unitary control, in the area of maintenance of school plant, there are more exclusive responses than there are in multiple control. At the same time, there are more business managers with no responsibility in the

same area than business managers in multiple control.

The same situation exists with regard to cost accounting.

Business managers in multiple control tended to agree on more of the duties. This occurrence could also be explained by the same reason given above; in multiple control the business managers might be assuming similar responsibilities because their jobs might not be laid down as well by the school board as it is by the superintendent, who is the business manager's superior in the unitary system of control. Superintendents might vary to a great deal in their perceptions of what business managers should do; therefore, different business managers in a unitary type of organization have different areas of responsibility. In multiple control, the school board might not assign specific task areas to the business manager. Instead the duties may be assumed and, apparently, most business managers in this particular type of organizational structure assume the same or similar duties.

TABLE XIX

DUTIES OF BUSINESS MANAGERS CLASSIFIED ACCORDING TO UNITARY AND MULTIPLE
TYPES OF CONTROL

DUTIES	UNITARY CONTROL					MULTIPLE CONTROL				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
A. Financial Planning										
1. Compilation of the budget	1 5	17 85	2 10			2 28	3 43	1 14	1 14	
2. Long-term fiscal planning		12 60	7 35	1 5		1 14	3 43	2 28	1 14	
3. Budget control	6 30	11 55	2 10	1 5		3 43	3 43	1 14		
4. Policy making regarding budget		11 55	8 40	1 5			3 43	3 43	1 14	
B. Accounting										
1. Current or general funds	13 65	6 30	1 5			5 71	2 28			
2. Capital funds	9 45	9 45	1 5	1 5		5 71	1 14			
3. Student activity funds		2 10	6 30	12 60		2 29		2 29	2 29	
4. Inventory	8 40	7 35	3 15	2 10		4 57	2 29			
5. Cost accounting	9 45	8 40	1 5	2 10		5 71	1 14	1 14		
6. Policy making regarding accounting	5 25	14 70	1 5			3 43		2 29	1 14	
C. Auditing										
1. Pre-audit procedures	12 60	8 40				5 71	2 28			

TABLE XIX (continued)

DUTIES	UNITARY CONTROL					MULTIPLE CONTROL										
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%						
2. Administration of internal audit	12	60	7	35		3	43	2	29	1	14					
3. Post-audit procedures	12	60	7	35	1	5	3	43	3	43						
4. Maintenance of records and information for audit	13	65	5	35	2	10	5	71	2	28						
5. Policy making regarding audit	6	30	9	45	4	20	1	5	3	43	1	14	2	29		
D. Purchasing and Supply Management.																
1. Purchasing methods	8	40	10	50	2	10	2	29	4	57						
2. Supply lists	9	45	8	40	2	10	1	5	2	29	2	29	2	29		
3. Specifications	6	30	8	40	4	20	2	10	1	14	3	43	1	14	1	14
4. Purchase bids	8	40	11	55	1	5	3	43	3	43	1	14				
5. Purchase contracts	8	40	11	55			1	5	1	14	5	71				
6. Storage, delivery trucking, services	8	40	7	35	5	25	2	29	3	43	1	14				
7. Policy making regarding purchasing	4	20	13	65	2	10	2	29	2	29	2	29				

TABLE XIX (continued)

DUTIES	UNITARY CONTROL				MULTIPLE CONTROL			
	Excl. %	Maj. %	Min. %	No. %	Excl. %	Maj. %	Min. %	No. %
E. School Plant Planning and Maintenance								
1. Establishing the educational standards for sites, buildings and equipment		4 20	7 35	9 45		2 28	3 43	2 29
2. Design, construction, equipment of plant		4 20	7 35	9 45		1 14	3 43	2 29
3. Selection of architect		4 20	6 30	10 50		1 14	3 43	2 29
4. Ensuring that safety standards are met	1 5	3 15	4 20	12 60	1 14	2 29	2 29	1 14
5. Policy making regarding school plant planning and maintenance		3 15	7 35	10 50		1 14	3 43	2 29
F. Personnel Management Records								
1. Official notices of appointment and salaries		4 20	6 30	10 50		1 14	3 43	2 29
2. Retirement data and deductions		4 20	6 30	10 50		1 14	3 43	2 29
3. Salary schedules and payments		4 20	6 30	10 50		1 14	3 43	2 29
4. Individual earnings records	1 5	3 15	4 20	12 60	1 14	2 29	2 29	1 14 8

TABLE XIX (continued)

DUTIES	UNITARY CONTROL					MULTIPLE CONTROL				
	Excl. %	Maj. %	Min. %	No.	%	Excl. %	Maj. %	Min. %	No.	%
5. Substitute and part time employees		3 15	7 35	10	50		1 14	3 43	2	29
6. Policy making regarding personnel management		4 20	6 30	10	50		1 14	2 29	3	43
G. Supervision of Non-Instructional Employees										
1. Recruitment	2 10	13 65	2 10	3	15		5 71	2 28		
2. Selection	2 10	13 65	3 15	2	10		4 57	3 43		
3. Placement	2 10	13 65	4 20	1	5		4 57	2 28	1	14
4. Training	2 10	8 40	4 20	6	30	1 14	5 71	1 14		
5. Advancement	1 5	11 55	3 15	5	25		5 71	1 14	1	14
6. Working conditions	2 10	13 65	2 10	3	15		6 86	1 14		
7. Disciplinary actions		10 50	5 25	3	15		6 86	1 14		
8. Termination of services		13 65	2 10	5	25		4 57	1 14	1	14
9. Policy making re. supervision of non-instructional employees		11 55	2 10	7	35		2 28	4 57		
H. Relationship to Instructional Staff										
1. Dissemination of information on salary, retirement, insurance, etc.	2 10	8 40	6 30	3	15	1 14	1 14	4 57		
2. Co-operation in procurement		6 30	7 35	6	30	1 14	1 14	4 57		

TABLE XIX (continued)

DUTIES	UNITARY CONTROL					MULTIPLE CONTROL				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
3. Co-operation in budget preparation		11 55	4 20	4	20	1 14	1 14	4 57		
4. Policy making regarding relationship to instructional staff		1 5	11 55	8	40		1 14	1 14	4	57
I. Maintenance of Plant										
1. Repair of buildings and equipment	3 15	11 55	4 20	2	10	1 14	6 86			
2. Scheduling and allocation of funds and manpower	3 15	11 55	3 15	3	15	1 14	6 86			
3. Policy making regarding plant maintenance	2 10	10 50	3 15	5	25		4 57	3 43		
J. Transportation										
1. Accounting	9 45	9 45	1 5	4	57	2 29				
2. Purchasing of transportation equipment		9 45	1 5	9	45	1 14			4	57
3. Staff supervision and training	2 10	4 20	4 20	9	45		1 14		4	57
4. Routing and scheduling	1 5	6 30	7 35	6	30		2 28	2 28	2	28
5. Policy making regarding transportation	1 5	6 30	9 45	4	20		2 28	1 14	3	43

TABLE XIX (continued)

DUTIES	UNITARY CONTROL				No %	MULTIPLE CONTROL			
	Excl. %	Maj. %	Min. %			Excl. %	Maj. %	Min. %	No %
K. School Lunch									
1. Staffing and supervision		4 20	1 5	15 75			2 28	2 28	1 14
2. Purchasing	1 5	3 15	1 5	15 75			2 28	3 43	
3. Policy making regarding school lunch		3 15	3 15	14 70			3 43		2 28
L. Insurance									
1. Value inventory	4 20	10 50	2 10	3 15		3 43	3 43		
2. Insurance and claims records	7 35	10 50	1 5	2 10		3 43	2 28		
3. Policy making regarding insurance		14 70	3 15				3 43	2 28	
M. Cost Analysis									
1. Unit costs	5 25	9 45	1 5	3 15		1 14	4 57		
2. Comparative costs	6 30	8 40	1 5	3 15		1 14	4 57		
3. Costs distribution studies	5 25	9 45	1 5	3 15		1 14	3 43	1 14	
4. Policy making regarding cost analysis	5 25	8 40	2 10	3 15		1 14	2 28	1 14	1 14

TABLE XIX (continued)

DUTIES	UNITARY CONTROL					MULTIPLE CONTROL				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No.	%
N. Reporting										
1. Local, financial and statistical reports	11	55	9 45			2	28	3 43	1 14	
2. Provincial, financial and statistical reports	8	40	10 50	1	5	3	43	2 28	1 14	
3. Federal, financial and statistical reports	8	40	8 40	2 10	1 5	3	43	2 28	1 14	
4. Policy making regarding reporting	3	15	9 45	5 25	1 5	1	14	1 14	2 28	1 14

QUALIFICATIONS OF BUSINESS MANAGERS

The higher the formal education one gets, the more responsibility one might assume or might be delegated to him. A person who has a university diploma might be responsible for more functions than a person with a high school certificate. This could possibly be the result of his being assigned more duties or it could be that he has assumed more. In an effort to investigate this, the researcher compared the degrees of responsibility which business managers, who had done formal education beyond high school, had with those who had only a high school certificate. The results of this can be found in Table XX.

From the table it appears that the degrees of responsibility for the various duties which business managers in category I had, are very similar to those in category II. With the exception of several duties (supervision of non instructional employees and cost analysis), the comparison is remarkably similar.

It thus appears that business managers with no formal education beyond high school are generally just as responsible for various duties as are those with post secondary education.

TABLE XX

DUTIES OF BUSINESS MANAGERS CLASSIFIED ACCORDING TO
QUALIFICATIONS, NEWFOUNDLAND, 1971

Duties	Category I				Category II			
	Excl. %	Maj. %	Min. %	No %	Excl. %	Maj. %	Min. %	No %
A. Financial Planning								
1. Compilation of the budget	2 12	13 76	1 6	1 6	1 10	7 70	2 20	
2. Long term fiscal planning.	1 6	9 53	5 29	2 12		6 60	4 40	
3. Budget control	6 35	8 47	2 12	1 6	1 10	7 70	2 20	
4. Policy making regarding budget	1 6	8 47	8 47			6 60	4 40	
B. Accounting								
1. Current or general funds	13 76	3 18	1 6		6 60	4 40		
2. Capital funds	10 59	5 29	1 6		4 40	5 50	1 10	
3. Student activity funds	1 6	1 6	7 41	8 53	1 10	1 10	2 20	6 60
4. Inventory	8 47	3 18	3 18	3 18	4 40	6 60		
5. Cost accounting	9 53	4 24	1 6	1 6	5 50	4 40		
6. Policy making regarding accounting	5 29	9 53	2 12	1 6	4 40	5 50		
C. Auditing								
1. Pre-audit procedures	11 64	6 35			6 60	4 40		

TABLE XX (continued)

Duties	Category I					Category II				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
2. Administration of internal audit	9	53	7 41	1	6	5	50	3	30	
3. Post-audit procedures	8	47	7 41	1	6	6	60	4	40	
4. Maintenance of records and information for audit	12	70	3 18	1	6	5	50	3	30	2 20
5. Policy making regarding auditing	3	18	8 47	3	18	3	30	4	40	2 20 1 10
D. Purchasing and Supply Management										
1. Purchasing methods	5	29	11 64	1	6	5	50	3	30	1 10
2. Supply lists	7	41	7 41	2	12	3	30	5	50	1 10
3. Specifications	3	18	9 53	4	24	3	30	4	40	1 10 2 20
4. Purchase bids	7	41	9 53	1	6	3	30	5	50	2 20
5. Purchase contracts	4	24	11 64	2	12	4	40	5	50	1 10
6. Storage, delivery, trucking services	5	29	7 41	5	29	4	40	4	40	2 20
7. Policy making regarding purchasing	2	12	10 59	3	18	3	30	5	50	1 10
E. School Plant Planning and Construction										
1. Establishing the educational standards for sites, buildings and equipment			3 18	6	35		2 20	3	30	5 50

TABLE XX (continued)

Duties	Category I					Category II				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
2. Design, construction and equipment of plant		3 18	6 35	7 41			2 20	3 30	5 50	
3. Selection of architect		3 18	5 29	8 47			2 20	3 30	5 50	
4. Ensuring that safety standards are met	1 6	5 29	3 18	7 41			2 20	3 30	5 50	
5. Policy making regarding school plant planning and construction		3 18	5 29	8 47				6 60	4 40	
F. Personnel Management Records										
1. Official notices of appointment and salaries	5 29	7 41	4 24			2 20	5 50	2 20	1 10	
2. Retirement data and deductions	7 41	4 24	4 24	1 6		5 50	3 30	1 10	1 10	
3. Salary schedules and payments	8 47	7 41	1 6			5 50	4 40		1 10	
4. Individual earnings records	10 59	6 35				5 50	4 40	1 10		
5. Substitute and part-time employees	7 41	6 35	3 18			3 30	4 40	3 30		
6. Policy making regarding personnel management		6 35	5 29	4 24			6 60	2 20	2 20	

TABLE XX (continued).

Duties	Category I					Category II				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
G. Supervision of Non-Instructional Employees										
1. Recruitment	1	6	10 59	1	6	4 24	1	10	6 60	3 30
2. Selection	1	6	9 53	3	18	3 18	1	10	6 60	3 30
3. Placement	1	6	8 47	4	24	3 18	1	10	6 60	2 20 1 10
4. Training	1	6	8 47	1	6	7 41	2	20	4 40	4 40
5. Advancement	1	6	7 41	4	24	4 24			7 70	2 20 1 10
6. Working conditions	1	6	12 70			4 24	1	10	7 70	1 10 1 10
7. Disciplinary action			8 47	3	18	4 24			6 60	3 30 1 10
8. Termination of services			8 47	2	12	5 59			8 80	1 10 1 10
9. Policy making regarding supervision of non-instructional employees			8 47	3	18	6 35			7 70	2 20 1 10
H. Relationship to Instructional Staff										
1. Dissemination of information on salary, retirement insurance, etc.	2	12	7 41	5	29	3 18	1	10	4 40	5 50
2. Co-operation in procurement	1	6	4 24	8	47	3 18			3 30	4 40 3 30
3. Co-operation in budget preparation	1	6	7 41	6	35	2 12			5 50	2 20 2 20

TABLE XX (continued)

Duties	Category I					Category II				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
4. Policy making re- garding relationship to instructional staff		1 5	11 55	8	40		1 14	1 14	4	57
I. Maintenance of Plant										
1. Repair of buildings and equipment	3 15	11 55	4 20	2	10	1 14	6 86			
2. Scheduling and allocation of funds and manpower	3 15	11 55	3 15	3	15	1 14	6 86			
3. Policy making regarding plant maintenance	2 10	10 50	3 15	5	25		4 57	3 43		
J. Transportation										
1. Accounting	9 45	9 45	1 5	1	5	4 57	2 29			
2. Purchasing of trans- portation equipment		9 45	1 5	9	45	1 14			4	57
3. Staff supervision and training	2 10	4 20	4 20	9	45		1 4		4	57
4. Routing and scheduling	1 5	6 30	7 35	6	30		2 28	2 28	2	28
5. Policy making regarding transportation	1 5	6 30	9 45	4	20		2 28	1 14	3	43
K. School Lunch										
1. Staffing and super- vision		4 20	1 5	15	75		2 28	2 28	1	14

TABLE XX (continued)

Duties	Category I				Category II			
	Excl. %	Maj. %	Min. %	No %	Excl. %	Maj. %	Min. %	No %
2. Purchasing	1 5	3 15	1 5	15 75		2 28	3 43	
3. Policy making regarding school lunch		3 15	3 15	14 70		3 43		2 28
L. Insurance								
1. Value inventory	4 20	10 50	2 10	3 15	3 43	3 43		
2. Insurance and claims record	7 35	10 50	1 5	2 10	3 43	2 28		
3. Policy making regarding insurance		14 70	3 15	3 15		3 43	2 28	
M. Cost Analysis								
1. Unit costs	5 25	9 45	1 5	3 15	1 14	4 57		
2. Comparative costs	6 30	8 40	1 5	3 15	1 14	4 57		
3. Costs distribution studies	5 25	9 45	1 5	3 15	1 14	3 43	1 14	
4. Policy making regarding cost analysis	5 25	8 40	2 10	3 15	1 14	2 28	1 14	1 14
N. Reporting								
1. Local, financial and statistical reports	11 55	9 45			2 28	3 43	1 14	
2. Provincial, financial and statistical reports	8 40	10 50		1 5	3 43	2 28	1 14	

TABLE XX (continued)

Duties	Category I					Category II				
	Excl. %	Maj. %	Min. %	No	%	Excl. %	Maj. %	Min. %	No	%
3. Federal, financial and statistical reports	8. 40	8 40	2 10	1	5	3 43	2 28	1 14		
4. Policy making regarding reporting	3. 15	9 45	5 25	1	5	1 14	1 14	2 28	1	14

SUMMARY

It seems that the duties for which most business managers are responsible are those which are related to accounting, financial planning and purchasing. The areas of school plant planning and construction did not appear to be the responsibility of the business manager in the school board office. Perhaps it would be interesting to discover what official, if any, in the school districts is responsible for making sure that buildings under construction are completed in time and that specifications are followed. This absence could possibly explain why educators in Newfoundland are sometimes disenchanted with school buildings after completion when the building is compared to the educational specifications which had been set.

When the degrees of responsibility were compared along the lines of the two types of organization of the school board central offices, it seems that business managers in the multiple system of control assume a higher degree of responsibility in certain areas than those in the unitary system of control.

It also appears that all business managers, no matter what their formal education might be, have the same degree of responsibility for various functions.

This, however, does not indicate how well these particular functions are carried out. A verification of the way

business managers perceive their position as being representative of the way things really are would have to come from an analysis of responses given by persons other than the business manager - for example the superintendent and school board members.

CHAPTER VIII

SUMMARY AND COMMENTS, CONCLUSIONS AND RECOMMENDATIONS

This chapter summarizes the findings incorporated in the previous chapters. In addition, an attempt is made to offer some recommendations which might conceivably be of help to individual business managers, to their association and to all people who are involved in education.

The business managers in the Newfoundland school districts tend to be a fairly young group of men with an average age in 1971 of 40.5 years. These men have very little formal education to prepare them for the career which they have chosen. It certainly seems that, for a position, which is seen by most people to be of such major importance, to have personnel who do not have the formal qualifications to prepare them for their role in education, is indeed a major stumbling block in the progress of education in this province. The wide disparity between the qualifications of the business managers does anything but enhance the professional image of the people who are holding the positions. Business managers tend to agree that they should be certified in certain areas; therefore minimum qualifications, if laid down, would aid business managers in gaining the recognition from the various bodies which they so

justly deserve.

Very few business managers have involved themselves in in-service education. Today, when there is so much of a demand upon all people to involve themselves in continuous education, and where there is such a great correlation between the educational level and the level of professionalism of the people involved, business managers should be encouraged to upgrade themselves as much as possible.

The kind of courses in which business managers should enroll should be based upon the kinds of education and experience which have proved to be most helpful to them in the day-to-day performance of their duties. Accounting, financial planning and its related areas seem to be most helpful. Therefore, any courses to be organized for these persons should take this into account. Also, where other administrators are encouraged to be familiar with business procedures, it would certainly be helpful if business managers had a general idea of some phases of education - for example, educational philosophy. Then the business managers might be better able to see that business management is not an end in itself but a means to an end - to provide the best possible education for the youth of our province. If business managers were versed in certain phases of education and, if the superintendents were more familiar with certain business procedures, the two top administrators could act more

like a team in determining the direction, which education takes in this province.

Business managers in Newfoundland are young men, inexperienced in educational business management. They learned about the position available through ordinary means, and upon taking the position, some had their duties outlined to them by different groups of people. This reflects back to one of the disadvantages of the career. Some business managers thought that their job specifications should have been laid down for them. Whether this is advisable or not is a subject of contention which all business managers should be aware of. A list of areas of responsibilities, compiled by the business managers, in consultation with other groups, could probably serve as guidelines for these persons in the performance of their duties. If this were done, it would possibly standardize the duties performed by the business managers; of course, this would be dependent upon other factors such as the qualifications and competencies of the individual involved. Perhaps then, other persons, notably the superintendent, could be freed from some of the duties, which should have been the responsibility of the business manager, to devote more time in ensuring that the education offered in his district is the best that could be obtained. If the business managers, as a body, had more responsibility in the various areas, and if they were better qualified, they would have a better case in

demanding more recognition from all sources.

The average salary of business managers in Newfoundland was \$8,497; the range being from \$4,000 to \$13,999. Salaries are determined through negotiation between the board and the business manager.

The large range of salaries of the business managers can be somewhat justified by the fact that there is a great disparity between the qualifications of the individual business managers, and between the sizes of the school districts in which they work. Nevertheless it would be interesting to know why it is that the business manager who is supposed to occupy a position second to that of the superintendent, can not be given more of a standardized salary schedule? As has already been stated, many in-roads can be made in this area by the provincial Association of School Board Business Administrators.

According to the questionnaire responses, business managers perceive that they do play a great part in all aspects of policy making. When this area is compared along the lines of unitary and multiple control, it appears that individuals, who work in a multiple control type of organization, envisaged that they had more responsibility in various phases of policy making when compared to business managers whose immediate superior is the superintendent. Also, it has been shown that

business managers, who have formal education at the post secondary level assume more responsibility in the various phases of policy making than do those who did not continue their education after high school.

These comparisons underscore two important facts: firstly, business managers, who perceive that they are on an equal status with the superintendent, assume more responsibility in policy making than do those whose immediate superior is the superintendent; secondly, those who have more education seem to have more responsibility in the making of policy relating to business management.

As has been stated earlier, the duties for which business managers are responsible vary with the individual school boards. However, it appears that the duties for which most of these personnel are responsible are those which are related to accounting, financial planning and purchasing. One area which did not seem to be the responsibility of the business manager in the school board central offices was school plant planning and construction. It would indeed be interesting to see who, in the school board office, is responsible for this function. It seems that, upon comparing the degrees of responsibility along the lines of the two types of organization, business managers in the multiple system of control assume a higher degree of responsibility in certain areas than those in the unitary system of control. This agrees with the way

business managers in the two types of organizations perceive their role in policy making.

However, surprisingly, it appears that all business managers, regardless of their formal education, have the same degree of responsibility for various functions. This, however, does not indicate how well these duties are performed by individuals in the two categories used in this study.

CONCLUSIONS AND RECOMMENDATIONS

1. This study indicated the existence of a great variability in the preparation and training of business managers. It also indicated that business managers thought that certain kinds of training and education were more useful for performing their tasks than others. It is therefore recommended that a more thorough study be made of the desirable forms of pre-service and in-service training for the school district business managers.
2. The study also indicated that business managers played an important part in the making of business policies in the school board office. Since policy decisions involving the budget could influence school programs, a more intensive investigation of the business manager's role in these phases of school business is recommended.
3. A list of areas of responsibilities, compiled by a body of business managers and superintendents, should be presented to business managers prior to taking the position. In this way there will be a clear division between the duties of the superintendent and those of the business manager. Also the list should act as a guide to make sure that all functions will be the responsibility of some person.

4. Much progress can be made in the field of business management in the school districts in Newfoundland. However, it is only with a united voice that this can be done. Therefore, it is recommended that business managers support their association actively so that it can proceed to accomplish some of the tasks set out for it to do.

BIBLIOGRAPHY

BIBLIOGRAPHY

A. BOOKS

Campbell, Roald F., Corbally, John E., and Ramseyer, John A. Introduction To Educational Administration. Boston: Allyn and Bacon, Inc., 1966.

Casey, Leo M. School Business Administration. New York: The Center for Applied Research in Education, Inc., 1964.

Cubberly, Ellwood P. The History of Education. U.S.A.: The Riverside Press, 1948.

Gibson, Olive R., Hunt, Herold C. The School Personnel Administrator. Boston: Houghton Mifflin Co., 1965.

Grieder, Calvin, Pierce, Truman M., Jordan, K. Forbes. Public School Administration. New York: The Ronald Press, 1961.

Knezevich, Stephen J., Fowlkes, John Guy. Business Management of Local School Systems. New York: Harper and Row, Publishers, 1960.

Moehlman, Arthur B. School Administration 2nd. ed. Boston: Houghton Mifflin Company, 1951.

Monroe, Walter S. (ed) Encyclopaedia of Educational Research. New York: The MacMillan Company, 1952

Morphet, Edgar L., Johns, Roe L., and Reller, Theodore L. Educational Administration: Concepts, Practices and Issues. New Jersey: Prentice-Hall, Inc., 1961.

Mort, Paul R. Principles of School Administration. New York: McGraw-Hill Book Co., Inc., 1946.

Mort, Paul R., and Reusser, Walter C. Public School Finance 2nd. ed. New York: McGraw-Hill Book Co., Inc., 1951.

Ontario Association of School Business Officials. Manual for School Business Officials. Toronto: W.J. Gage Ltd., 1964.

Pittenger, Benjamin Floyd. Local Public School Administration. New York: The McGraw-Hill Book Co., Inc., 1951.

Reeder, Ward G. The Fundamentals of Public School Administration. New York: The MacMillan Company, 1958.

B. PERIODICALS

Benson, Brian M. "All That's New in Insurance: Let's Apply It," The Nations Schools. Vol. 68 (Oct., 1961), 77-79.

Bogg, Ridgley M. "New Ways to Find and Deep Nonteaching Employees," The Nations Schools. Vol. 68 (Oct., 1961), 62-65.

Burns, H, Spilman. "How to Buy With Both Economy and Quality in Mind," The Nations Schools. Vol 68 (Oct., 1961), 70-75.

Cinnaminson, N.J. "Can a School District Afford a Business Manager?" School Management. Vol. 8 (Feb., 1964), 70-75.

Foster, Charles W. "How to Organize for Effective Business Operation," The Nations Schools. Vol. 68 (Oct. 1961), 58-61.

Grieder, Calvin. "Explored: The Real Role of the School Businessman," The Nations Schools. Vol. 69 (May, 1969), 86-87.

Hill, F.W. "Purposes and Goals of the Business Officer," American School and University. Vol. 37 (July, 1965), 37-40.

Hines, James J. "Leadership Through Business Management," The School Board Journal. (May, 1962), 40-43.

Oosting, Bernard R. "The Whys, The Whats, The Hows of School Business," The Nations Schools. Vol. 67 (Oct., 1961), 54-55.

Staerkel, W.M. "How a School Management Audit Works," The Nations Schools. Vol. 76 (Dec., 1965), 48-51.

Swisher, W.M. "Expect More (Here's How to Get It) From B.G. Workers," The Nations Schools. Vol. 68 (Oct., 1961)

Tonigan, Richard F. "The Meaning of Plant Management," American School and University. Vol. 37 (Nov., 1964)

Voges, Bernard H. "Activity Funds: New Worry for the Business Head," The Nations Schools, Vol. 68 (Oct., 1961), 76-77.

Winder, L.C. "Apply the Facts for Better School Transportation," The Nations Schools. Vol. 68 (Oct. 1961), 72-73.

C. THESES AND PAMPHLETS

American Association of School Administrators, and Research Division. "The Status and Functions of the Local School Business Administrator" Washington: National Education Association, 1966.

Andrews, C.K. "The Unitary System of School Administration With the Business Administrator at the Top," Unpublished paper.

Association of School Business Officials. "The School Business Administrator," 1970, Bulletin No. 21. Chicago: The Association, 1970.

Association of School Business Officials. "The School Business Administrator," Bulletin No. 21. Chicago: The Association, 1960.

Campbell, W.E. "A Study of the Organization Patterns, Functions and Responsibilities of the Position For Business Administration in Large City School Systems." Ed. D Dissertation, University of Virginia, 1960.

Davies, James. "The Position of the Chief Business Official in the Michigan Public Schools." Ph.D Dissertation, University of Michigan, 1963.

Foster, C.W. "Business Management Techniques and Procedures Currently Practised in Selected Public Schools in the State of Illinois." Ed.D Dissertation, Northwestern University, 1954.

Hagen, John J. "The School Business Manager in New Jersey." Ed.D Dissertation, Rutgers University, 1960.

Hrynuk, Nicholas P. "A Descriptive Survey of School Division Secretary-Treasurers." M.ed. thesis, University of Alberta, 1962.

Miller, Marcus M. "A Critical Evaluation of the Superintendent-School Business Official Relationships in School Districts in California." Ed.D Dissertation, University of Southern California, 1963.

Warren, Philip J. "Financing Education in Newfoundland."
Ph.D Dissertation, University of Alberta, 1962.

Minutes of meeting of Association of School Board Business
Administrators of Newfoundland and Labrador, April,
1971.

Province of Newfoundland and Labrador. Legislation Passed
1968 and 1969 relating to the Reorganization of
Education. St. John's: The Queen's Printer, 1969.

Rowe, Honourable Dr. F.W. "Statement regarding An Act
Respecting the Operation of Schools and Colleges in
the Province," in Legislation Passed 1968 and 1969
relating to the Reorganization of Education. St.
John's: The Queen's Printer, 1969.

Royal Commission on Education and Youth, Vol. 2,
183-217.

APPENDIX A

THE INSTRUMENT

QUESTIONNAIRE

A DESCRIPTIVE SURVEY OF SCHOOL BOARD BUSINESS MANAGERS

PART I

GENERAL INFORMATION

1. (a) Employed by _____ School Board.
 (b) What is the student enrollment of your district?
 _____.
2. Your age on July 1, 1971 _____.
3. How many years of experience do you have as a school board business manager or as a paid secretary-treasurer before reorganization of education? _____.
4. How many years have you worked for this school board or other boards in a capacity other than a business manager (not as a teacher)? _____.
5. What was the nature of the position referred to in no. 4? _____

6. Give the number of years and specify the type of experience you have had during the five years prior to being appointed as a business manager. List in order with the most recent first.

No. of years

Type of experience

7. Check the statement below which best explains why you chose the position of business manager as a career.

- ☐ a. Type of work
- ☐ b. Better position (permanent employment, more pay, better work conditions, etc.)
- ☐ c. Interest in and desire to be of service in education
- ☐ d. Invited to take the position
- ☐ e. Other (please explain) _____

8. What do you consider some of the advantages of this career? _____

9. What, in your opinion, are some of the disadvantages of this career? _____

-PART II

EDUCATION, VOCATIONAL EXPERIENCE AND TRAINING

1. Check the statement below which indicates the number of years of education you have.

- ☐ a. Less than high school graduate
- ☐ b. High school graduate
- ☐ c. High school graduate + one year
- ☐ d. High school graduate + two years
- ☐ e. High school graduate + three years
- ☐ f. High school graduate + four years
- ☐ g. University graduate + one year
- ☐ h. Other (please specify) _____

2. If you attended university: Faculty _____

Major: _____ Degree obtained: _____

3. If you have had formal accounting training, specify:

(a) kind of course: _____

(b) type of institution offering course: _____

4. Give any other education or training you may have had.

5. List the education and training, from above, which you have taken since becoming a business manager. _____

6. If you were a teacher prior to becoming a business manager, specify the position you last held. _____

7. List the three types of experience (not formal training) that you have had which you consider to be most helpful in your work as a business manager.
_____. (most helpful)

_____. (least helpful)
8. List the three types of training or education which you consider to be most helpful in your work.
_____. (most helpful)

_____. (least helpful)
9. Do you consider that a university course would improve the performance of your duties as a business manager?
very useful ____ useful ____ moderately useful ____
useless ____

PART III

APPOINTMENT AND SALARY

1. How did you receive your appointment to your present position? (check one)

() a. Appointed from another job within the school system;

() b. Recommended by my predecessor;

() c. Referred by an employment agency;

() d. Recommended by a college or university;

() e. Living in the community and my qualifications were known;

() f. Heard about the opening and made application;

() g. Other, (please specify) _____

2. Were you a resident of the school district at the time you were appointed? _____

3. List the three special qualifications the board may have specified at the time you were appointed.

4. What factors do you think were instrumental/in the school board appointing you? (Check the appropriate factors)

- ☐ a. Your teaching experience
- ☐ b. Your educational administrative experience
- ☐ c. Your business experience
- ☐ d. Your business training
- ☐ e. Your formal training
- ☐ f. The regard in which you were held in your community
- ☐ g. Others (please specify) _____

5. Were your duties clearly outlined to you at the time you were appointed? _____ If so, by whom? _____

6. In the light of no. 5 list five major duties outlined to you.

7. In the light of your experience to date, do you think that this was a realistic appraisal of your duties? ____

(b) If not, explain why. _____

8. (a) Does the district have a salary schedule that applies to the business manager? _____

(i) If yes, what is the minimum salary on the scale?

(ii) What is the maximum salary on the scale? _____

(iii) How many steps are on the scale? _____

(b) What is your present salary for 1970/71? Please check one)

() (i) \$4,000 - \$5,999 () (ii) \$6,000 - \$7,999

() (iii) \$8,000 - \$9,999 () (iv) \$10,000 - \$11,999

() (v) \$12,000 - \$13,999 () (vi) Over \$14,000

9. Check the item below which best describes the manner in which your salary is determined.

() a. Negotiated between you and your board.

() b. Set by board without negotiation

() c. Other (please specify) _____

10. Does your board provide a fixed sum of money to cover your expenses? _____

(a) What is the annual amount? _____

(b) What is it intended to cover? _____

OR

11. Do you present bills for expenses as necessary? _____

(a) What type of items do these bills cover? _____

12. Has official provision been made for vacation time allowance? _____

(b) How many days are you entitled to receive annually?

(Do not include Sundays, Saturdays, or holidays)

(c) How many days did you take in the past fiscal year? _____

PART IV

POLICY - MAKING

DIRECTIONS: Please place a check () in front of each position to indicate the degree of responsibility each person has in the different areas. Please note that the answers to questions in this part should indicate the degree of responsibility each person has not should have in each of the areas. The responses to this part should indicate what is not what should be.

Check () Column I if the person has EXCLUSIVE responsibility for the function.

Check () Column II if the person has MAJOR responsibility for the function.

Check () Column III if the person has MINOR responsibility for the function.

Check () Column IV if the person has NO responsibility for the function.

EXCL.	MAJ.	MIN.	NO.
Col I	Col II	Col III	Col IV

1. How much responsibility do
the following people have in
the

(i) INITIATION of business policies?

() () () ()

(a) School board members

() () () ()

(b) Superintendent

() () () ()

(c) Business manager

() () () ()

(d) Principals

() () () ()

(e) Teachers

(ii) FORMULATION of business policies

() () () ()

(a) School board members

() () () ()

(b) Superintendent

() () () ()

(c) Business manager

() () () ()

(d) Principals

() () () ()

(e) Teachers

(iii) IMPLEMENTATION of business policies.

() () () ()

(a) School board members

() () () ()

(b) Superintendent

() () () ()

(c) Business manager

() () () ()

(d) Principals

() () () ()

(e) Teachers

(iv) CONTROL of business policies

() () () ()

(a) School board members

() () () ()

(b) Superintendent

() () () ()

(c) Business manager

() () () ()

(d) Principals

() () () ()

(e) Teachers

~~(v) EVALUATION of business policies~~

() () () ()

(a) School board members

() () () ()

(b) Superintendent

() () () ()

(c) Business manager

() () () ()

(d) Principals

() () () ()

(e) Teachers

PART V

DUTIES OF THE BUSINESS MANAGERS

1. On the average, how many hours per week do you work?

(a) Regular hours _____

(b) Overtime hours _____

2. Of the time above, give the time spent on each of the following:

(a) Board meetings _____ hours/month

(b) Committee meetings _____ hours/week

(c) Meeting salesmen _____ hours/week

(d) Meeting the public _____ hours/week

(e) Administration in the office _____ hours/week

(f) Administration out of the office _____ hours/week

(g) Routine office duties _____ hours/week

(h) Others (please specify) _____ hours/week

3. Give the average number of meetings per month which you feel you must attend in your capacity as business manager.

(a) Parent - teacher meetings _____

(b) Service club meetings _____

(c) Others (please specify) _____

4. In the list below place only one check () in front of each area for which you, as business manager, are responsible.

Check column I if you have EXCLUSIVE responsibility for the function.

Check column II if you have MAJOR responsibility for the function.

Check column III if you have MINOR responsibility for the function.

Check column IV if you have NO responsibility for the function.

EXCL.	MAJ.	MIN.	NO.
Col I	Col II	Col III	Col IV

A. FINANCIAL PLANNING

()	()	()	()	1. Compilation of the budget
()	()	()	()	2. Long term fiscal planning
()	()	()	()	3. Budget control
()	()	()	()	4. Policy making regarding budget

B. ACCOUNTING

()	()	()	()	1. Current or general fund
()	()	()	()	2. Capital funds
()	()	()	()	3. Student activity funds
()	()	()	()	4. Inventory
()	()	()	()	5. Cost accounting
()	()	()	()	6. Policy making regarding Accounting

C. AUDITING

() () () ()

1. Pre-audit procedures

() () () ()

2. Administration of internal
audit

() () () ()

3. Post-audit procedures

() () () ()

4. Maintenance of records and
information for audit

() () () ()

5. Policy making regarding
auditing

D. PURCHASING AND SUPPLY MANAGEMENT

() () () ()

1. Purchasing methods

() () () ()

2. Supply lists

() () () ()

3. Specifications

() () () ()

4. Purchase bids

() () () ()

5. Purchase contracts

() () () ()

6. Storage, delivery, trucking
services

() () () ()

7. Policy making regarding
purchasing

E. SCHOOL PLANT PLANNING AND CONSTRUCTION

() () () ()

1. Establishing the educational
standards for sites,
buildings and equipment

() () () ()

2. Design, construction and
equipment of plant

() () () ()

() () () ()

() () () ()

3. Selection of architect

4. Ensuring that safety standards are met.

5. Policy making regarding school plant planning and construction

F. PERSONNEL MANAGEMENT RECORDS

() () () ()

1. Official notices of appointment and salaries

() () () ()

2. Retirement data and deductions

() () () ()

3. Salary schedules and payments

() () () ()

4. Individual earnings records

() () () ()

5. Substitute and part-time employees

() () () ()

6. Policy-making regarding personnel management

G. SUPERVISION OF NON-INSTRUCTIONAL EMPLOYEES

() () () ()

1. Recruitment

() () () ()

2. Selection

() () () ()

3. Placement

() () () ()

4. Training

() () () ()

5. Advancement

() () () ()

6. Working conditions

() () () ()

7. Disciplinary action

() () () ()

() () () ()

8. Termination of services

9. Policy making relating to
supervision of non-instructional employeesH. RELATIONSHIP TO INSTRUCTIONAL
STAFF

() () () ()

1. Dissemination of information
on salary, retirement,
insurance, etc.

() () () ()

2. Cooperation in procurement

() () () ()

3. Cooperation in budget
preparation

() () () ()

4. Policy making relating to
relationship to instructional staff.

I. MAINTENANCE OF PLANT

() () () ()

1. Repair of buildings and
equipment

() () () ()

2. Scheduling and allocation
of funds and manpower

() () () ()

3. Policy making regarding
maintenance of plant

J. TRANSPORTATION

() () () ()

1. Accounting

() () () ()

2. Purchasing of transportation
equipment

() () () ()

3. Staff supervision and
training

() () () ()

() () () ()

4. Routing and scheduling

5. Policy making regarding
transportation

K. SCHOOL LUNCH

() () () ()

() () () ()

() () () ()

1. Staffing and supervision

2. Purchasing

3. Policy making regarding
school lunch

L. INSURANCE

() () () ()

() () () ()

() () () ()

1. Value inventory

2. Insurance and claims record

3. Policy making regarding
insurance

M. COST ANALYSIS

() () () ()

() () () ()

() () () ()

() () () ()

1. Unit costs

2. Comparative costs

3. Costs distribution studies

4. Policy making regarding
cost analysis

N. REPORTING

() () () ()

() () () ()

() () () ()

() () () ()

1. Local, financial and
statistical reports2. Provincial, financial and
statistical reports.3. Federal, financial and
statistical reports4. Policy making regarding
reporting

O. OTHER DUTIES

☐ ☐ ☐ ☐ 1.

☐ ☐ ☐ ☐ 2.

☐ ☐ ☐ ☐ 3.

5. (a) Whom do you consider to be your immediate superior?

(Please check the appropriate response)

☐ (i) Board of education

☐ (ii) Superintendent

☐ (iii) Executive Committee

☐ (iv) Others (please specify) _____

6. How many non-instructional personnel report to you,
either: directly _____

or: indirectly through a supervisor under your
direction _____

7. Community budget pressures. (Check one)

☐ a. In my community, there are little or no
pressures concerning budget.

☐ b. Frequent demands or pressures for the reduction
of the budget.

☐ c. Not often but occasionally strong feeling about
expenditures.

8. Business press releases. (Check one)

☐ a. Releases made on my own initiative and my
responsibility.

☐ b. I have no right or responsibility in this area.

(if checked, please state briefly the arrange-
ment used)

PART VI

RECOMMENDED CHANGES

1. What changes would you like to see in school business practices? (please check any items which you believe would improve business management)

☐ 1. Board action spelling out your job specifications.

☐ 2. Mandatory, provincial department of education certification for future business managers.

☐ 3. Others (please specify) _____

2. Needed help from organizations and agencies. (please check those where you would like more help and describe how this assistance could be given)

☐ 1. Memorial University of Newfoundland and College of Trades and Technology (please explain)

☐ 2. Department of Education

☐ 3. Federation of School Boards

3. In which of the following areas do you think business managers should be certified? (Please place a check in front of the appropriate areas)

☐ 1. Accounting

☐ 2. School business administration

☐ 3. School law

☐ 4. School finance

- () 5. Building maintenance
- () 6. Insurance
- () 7. Human relations - group dynamics
- () 8. Organization and administration of public schools
- () 9. Building planning
- () 10. English - reading, writing, and speaking
- () 11. Salesmanship
- () 12. Philosophy and principles of education
- () 13. Curriculum of public schools.

