

Salary and Benefits of Public School Principals and Vice-Principals

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FOREWORD

This report was prepared in response to House Resolution No. 212, H.D. 1, adopted during the Regular Session of 1992. The resolution requested the Legislative Reference Bureau to conduct a study of the salary and benefits package of public school principals and vice-principals including an examination of the: training, job description, placement, hiring, and professional development of the principals and vice-principals. In addition, an evaluation of the impacts of: Article 10 of the union contract, site-based school management, and the decentralization of the Department of Education upon the principal and vice-principal was to be undertaken. The findings and recommendations in those areas are the conclusion of this report.

The Bureau extends its appreciation to all who cooperated and assisted with its investigation, particularly those individuals listed in Appendix D.

Samuel B. K. Chang
Director

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PART I

Introduction and Background

Chapter 1

INTRODUCTION

This is a study into the levels of compensation for public school principals and vice-principals. This study was conducted pursuant to House Resolution No. 212, H.D. 1 (see Appendix A), adopted by the House of Representatives during the Sixteenth Legislature, Regular Session of 1992. The Resolution requests the Legislative Reference Bureau to conduct a study on the salary and benefits package of public school principals and vice-principals, in so doing, the Bureau was also requested to consider the following criteria:

- (1) The implications of Article 10 of the Hawaii Government Employees Association bargaining contract Unit 06, educational officers;
- (2) Compensating principals and vice-principals for their years of service with the Department of Education, merit, credentials, and the size and type of the school they represent, and job responsibilities to stimulate and encourage competition in the selection of principals for the various schools;
- (3) Developing and implementing a compensation and professional development package that would allow principals and vice-principals to become professionals in the truest sense of the word, with considerable decision making capabilities and leadership powers to lead the schools;
- (4) Reevaluating and updating the job description of principals and vice-principals, in the light of the expanded scope of work wrought by Project Ke Au Hou and SCBM;
- (5) Devising a fair, balanced, and equitable salary scale and pay levels for principals and vice-principals;
- (6) Examining the placement, appointment, and hiring practices of principals and vice-principals;
- (7) Looking at giving principals five-year contracts (or longer term contracts) so they can plan and implement short- as well as long-term programs and policies for their schools; and
- (8) Examining the screening process and training that applicants for the positions of principal and vice-principal must go through.

The resolution also asks the Bureau to "develop a list of steps and a time frame to fully implement the salary and benefits package of principals and vice-principals;..."

Objectives of the Study

Accordingly the objectives of the study are to:

- (1) Assess the positions of principal and vice-principal in light of what the job actually entails as compared to what the job description published by the state Department of Education (DOE) specifies the job to be;
- (2) Evaluate the existing methods of screening, training, hiring, and continuing development that principals and vice-principals are put through;
- (3) Examine the various proposals suggested to make the present system more equitable in terms of the positions of principal and vice-principal;
- (4) Review the proposed changes in the public education system in Hawaii and to evaluate the impacts that those changes will have on the position of principal and vice-principal;
- (5) Make recommendations for the adjustment of the method of compensation for the position of principal and vice-principal as indicated by the findings; and
- (6) Develop a list of steps and a time frame to implement the recommendations.

Scope of the Study

This study focuses primarily on the position of the Hawaii public school principal: the job description as specified by the Department of Education, the methods presently in place to compensate for the work performed at the position, the training and qualifications, and the methods for evaluating job performance. Additionally, the current thinking for the restructuring of the public school system is examined with regard to the potential impacts on the positions of principal and vice-principal.

The bargaining unit contract which covers the principals and vice-principals was examined to discover the latitude, if any, afforded the implementation of new approaches to compensation. That same contract was studied as to the methods by which principal and vice-principal positions are filled. Finally, methods of compensation from other jurisdictions in the United States were analyzed for their appropriateness for consideration in the context of the compensation system extant in the State of Hawaii.

While this report looks at the salary and benefits aspect of public school principals and vice-principals, it does not recommend specific salary ranges and benefits. Such a task

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should be appropriately addressed by persons trained and skilled in job classification and pricing, and therefore requires a level of expertise not possessed by the Bureau. This report does, however, point out facts and considerations that should be considered in a job classification and benefits review of the affected positions based upon data uncovered in this study.

Methodology and Conduct of the Study

In the preparation of this study, emphasis was placed on person-to-person interviews and the responses to a survey questionnaire which was mailed directly to each public school principal and vice-principal. In this report the position of principal acts as the subject of the discussion. Changes to the duties and the compensation package of the principals will, by definition, impact the vice-principal. There are, however, instances where specific attention is paid to the position of vice-principal and impacts are noted as such.

The field work for this study included the following:

- (1) Interviews with Hawaii public school principals and vice-principals, and state and district level employees of the state Department of Education who are involved in the day-to-day operations or future planning for the State's public schools, or both.
- (2) Interviews with managers of the Department of Education charged with the responsibility for the implementation of new programs having direct impact upon the schools and, thus, on the principals and vice-principals;
- (3) Examination of documents and publications concerning the issue of compensation for principals and vice-principals both in the State of Hawaii and elsewhere;
- (4) Examination of documents and publications concerning (a) the proposed restructuring of the public school system in the State of Hawaii and (b) the system of educational preparation provided to public school principals and vice-principals in the State of Hawaii; and
- (5) The survey questionnaire of the public school principals and vice-principals in the State of Hawaii.

Terminology

The following abbreviations have been used throughout this report and have the following meanings.

BOE	State of Hawaii Board of Education
DOE	State of Hawaii Department of Education
LRB	State of Hawaii Legislative Reference Bureau
EO	Educational Officers (not restricted to school level principals and vice-principals)
AFL	American Federation of Labor (labor union)
CIO	Congress of Industrial Organizations (labor union)
AFSCME	American Federation of State, County and Municipal Employees (labor union)
HGEA	Hawaii Government Employees' Association (labor union)
SCBM	School Community Based Management
CSLP	Cohort School Leadership Program
HSLA	Hawaii School Leadership Academy
COE	College of Education - University of Hawaii at Manoa
SASA	School Administrators Special Assistant

Organization of the Report

The study is presented in ten chapters and appendices.

Chapter 1 introduces the objectives, scope, conduct, and organization of the report.

Chapter 2 provides the introduction to the report and iterates a statement of the issues surrounding the report and the context for these issues.

Chapter 3 covers the background to the report which is the organizational structure of the Department of Education.

Chapter 4 details the position of the principal as described by the Department of Education and the HGEA bargaining unit contract.

Chapter 5 reviews the education, training and professional development of the principal.

Chapter 6 looks at the present method of compensation for the position of principal and vice-principal as stated by the Department of Education's Office of Personnel Services (DOE/OPS) and the HGEA bargaining unit contract.

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Chapter 7 examines the duties of the principal and vice-principal as described by the DOE/OPS, the Cohort School Leadership Program, and responses gleaned from the survey questionnaire.

Chapter 8 outlines the factors working in the decentralization of the Department of Education and describes some of the projected outcomes.

Chapter 9 discusses the survey questionnaire in context with an analysis of the impacts of the decentralization of the Department of Education on the positions of principal and vice-principal.

Chapter 10 contains the findings and recommendations of the study which include delineation of new opportunities for compensation.

The appendices conclude the report.

Chapter 2

AN OVERVIEW

Introduction

Hawaii's centralized public schools system has come under heavy scrutiny during the past few years as indicators of student proficiency in the basic subjects of reading comprehension, writing and arithmetic i.e., national test scores have realized new lows. The public school system is faulted for failure to produce a delivery system that achieves its stated mission--educating the children of Hawaii's society.

Private sector initiatives, such as the Berman Reports, have engendered legislative action and support which, in turn, have catalyzed a proposed basic change in the State's public school system--decentralization. The two methods chosen to achieve this decentralization are: School Community Based Management (SCBM) which brings the school closer to the community it serves, and Project Ke Au Hou, a management restructure of the Department of Education which brings the Department closer to the schools. Both of these methods purport to have the school at the center of the new Hawaii public education system. Both methods are transitioning from the design to the implementation stage.

As this scenario was developing a vital component of the existing centralized system, as well as the proposed new system, (the public school principals and the principals' assistants and potential successors in position, the vice-principals), was weakening. Complaints were surfacing of dissatisfaction with working conditions, lack of support from the system, poor pay and benefits, long hours, and lack of career opportunities. The principals and the vice-principals are keys to the smooth functioning of an education system; be it centralized as Hawaii's school system is now or diversified and community-based as Hawaii's public school system is proposed to become.

The Legislature realized the importance of addressing the issues surrounding the position of public school principal in Hawaii by requesting, during the 1992 Regular Session, studies geared to restoring the balance to the principalship.

Issues Statement

The Resolution which asked for this study brought to light issues which bear upon the functioning of the principals and vice-principals, as follows:

- (1) Salary levels of school level educational officers (principals and vice-principals) are lower than those of educational officers at state and district level positions within the Department of Education;

AN OVERVIEW

- (2) School level educational officers (principals and vice- principals) are migrating from the schools to positions within the DOE with more lucrative salary levels;
- (3) School level educational officers need to receive continuing professional development training to ensure the highest level of professionalism in public school administration;
- (4) The method by which vacant educational officer positions are bid for and filled under the present collective bargaining contract;
- (5) The relevancy of the existing job descriptions for principal and vice-principal;
- (6) The initial screening and training for potential future principals and vice-principals;
- (7) Five-year contracts for principals at one school;
- (8) Existing methods for establishing salary levels based upon size and type of school and applicants length of service with the DOE.

Context of the Issues

Today there are educational officers to be found in administrative positions throughout the Department of Education at school level positions as principals and vice-principals and at the state and district levels as administrators in divisions that directly support the schools. The educational officer career track was designed primarily to service the needs of the school, and then secondly, the support mechanisms that are in place to serve the schools at the district and state level offices of the Department of Education.

School level educational officers are compensated on a ten-month year which includes the school instructional year and a period of mobilization and demobilization. District and state level educational officers are compensated on a twelve-month work year. The top salary for the educational officer at a state or district level position is almost \$7,000 more per year than the top salary paid to a principal. This is the result of developing a career track for educational officers which anticipates the principals or vice-principals leaving the school at some point to pursue higher career levels at state or district DOE positions. This pool of ex-principals and vice-principals serving in state and district level positions also provides a hedge against future shortages, unforeseen or otherwise, that may arise for school level administrators.

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

With the present push to decentralize the State's public school system a new dynamic has been put into play in the educational officer's domain. The Governor, in his State of the State address to the Sixteenth State Legislature on January 21, 1992, said, in part:¹

I believe that the highest paid administrator in our system without the title of Superintendent should be our school principals; likewise, teachers who enjoy teaching and do it well should be able to realize their full economic potential and still remain in the classroom....

To accomplish this goal of having the principal be the highest paid administrator in the State's public schools the existing system which has been carefully constructed, negotiated, and agreed to will have to be changed. It is too soon to tell whether the restructuring of the Department of Education will, in fact, eliminate positions. Should department and state level administrative positions within the DOE begin to be eliminated, the pool of trained educational officer talent may shrink. Without this pool or potential "buffer" in place within the non-school levels of the Department close attention will need to be paid to the level of applicants for educational officer positions that are inducted into the system each year. This possible shrinkage of educational officer positions may eventually back up into the upper levels of the classroom teacher ranks as educational officers are, by design, drawn from the classroom.

ENDNOTE

1. John Waihee, Governor, State of Hawaii, "State of the State Address to the Sixteenth Legislature of the State of Hawaii," January 21, 1992.

Chapter 3

BACKGROUND

Department of Education

The State of Hawaii's public schools system celebrated its 150th anniversary in October 1990. Initiated during the reign of then King Kamehameha III the system persisted under a variety of names, finally emerging as the Department of Education following a restructuring of Hawaii's government shortly before statehood in 1959.

Structure of the Department of Education

Hawaii's public schools are administered and operated by the state Department of Education. The operation of the Department is directed by a fourteen-member elected Board of Education which oversees approximately 40,000 full- and part-time employees.¹

The school system is broken up into seven departmental school districts within the DOE. Each of the neighbor island counties is a separate school district--in the case of the county of Maui, the school district covers the three islands of Maui, Molokai, and Lanai. The county of Oahu is broken into four departmental school districts: Windward; Leeward; Central and Honolulu. Each district has its own superintendent and staff. There are 237 schools within these seven districts. Each school has a principal and, as the size of the school population warrants, one or more vice-principals.

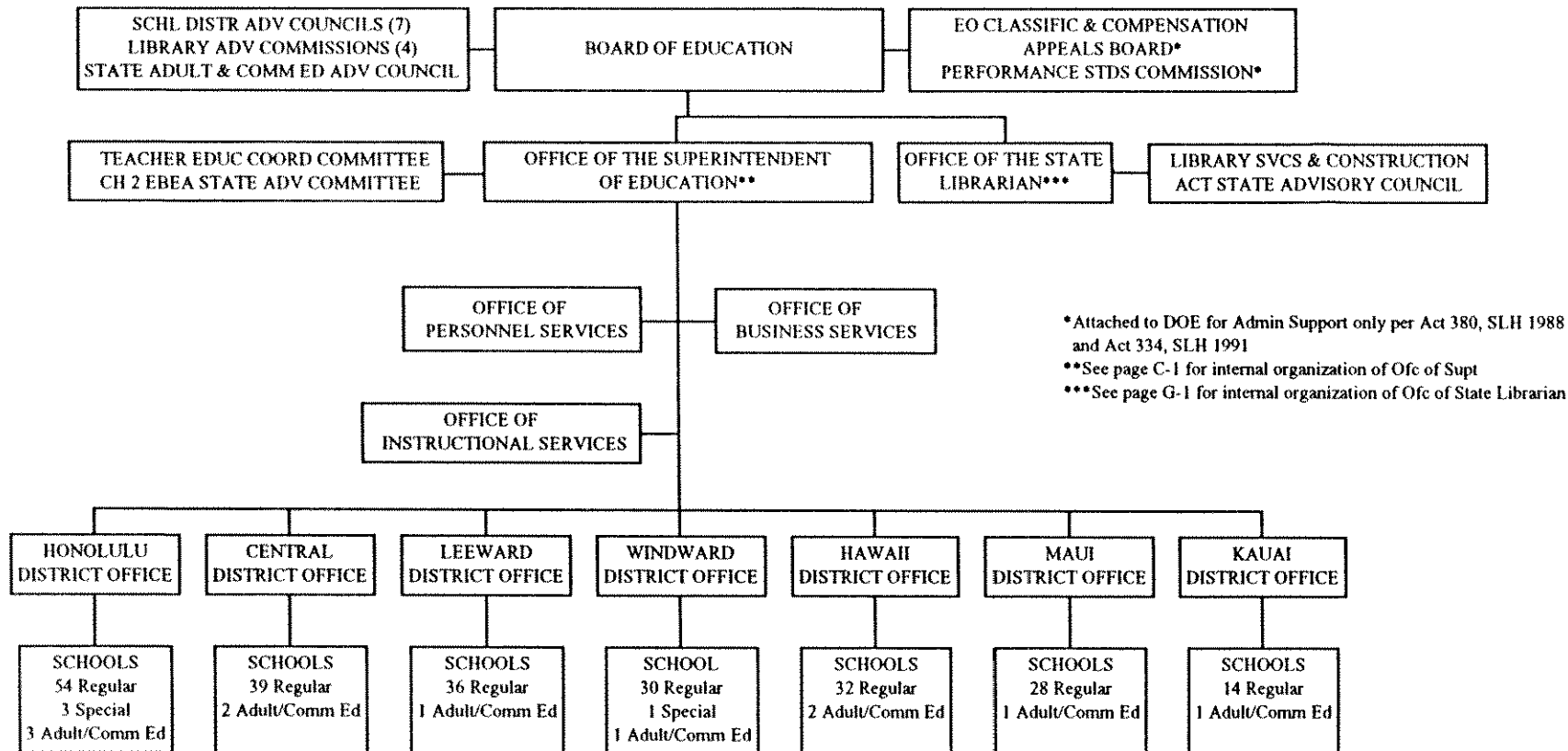
The Board of Education is responsible for setting educational policies and overseeing the administration of the school system. The Board prepares a budget which appears as a portion of the Governor's budget presented to the Legislature for funding. The Board's authority is open to adjustment by the Legislature as it approves budgets and passes laws which may set educational policy. The Governor may override Board authority through the Governor's fiscal and administrative controls in addition to the potential use of the broad general power of the office.² An organizational chart of the Department of Education appears as Chart 1.

DOE Relationship to the Union

All full-time employees of the Department of Education, except for those non-union persons holding appointed or excluded positions, belong to a state-approved labor union. Three major unions are party to collective bargaining agreements with the Board of Education: Hawaii State Teachers Association; United Public Workers, and the Hawaii Government Employees' Association.

Chart 1

State of Hawaii
Department of Education



BACKGROUND

Of direct interest to this study is the relationship between the Board of Education, acting for the state Department of Education, and the Hawaii Government Employees' Association representing the educational officers. The educational officers are Unit 06 of the HGEA whose agreement with the Board covers all aspects of the position of principal and vice-principal except the actual description and duties of the job itself. The DOE retains the prerogative of setting salary levels or "pricing" the position's compensation as a "management" prerogative. However, very recently a cooperative effort between the Department of Education and the Union has resulted in the advancement of a new category of educational officer.³

The last negotiated contract between Unit 06, HGEA (educational officers) and the Board of Education was signed on July 1, 1989 and expires June 30, 1993. The contract recognizes twelve salary range levels each with nine steps within a range. There are two salary schedules in the contract--one for 10-month employees and one for 12-month employees. The salary schedules for 1992 are shown in Table 1.

DOE Relationship with the Legislature

The Legislature can, if it chooses, set educational policy by way of provisions placed upon the Department's budget and through the passage of laws which bear upon policy.

The Department of Education is a portion of the Executive Branch of the state government; however, unlike any other state departments it is governed by an elected Board. The Board of Education enacts policy as well as oversees and directs operations of the Department.

TABLE 1
SALARY SCHEDULE
BARGAINING UNIT 06
10-MONTH (09/01/92)

SALARY RANGE	LONG. 4	LONG. 4(E7)	LONG. 4(E8)	STEP J	STEP K	NEW STEP L	NEW STEP M	NEW STEP N	NEW STEP O
E01	200.32 3,071.58 36,859.00	209.02 3,204.92 38,459.00	218.13 3,344.68 40,136.00	227.71 3,491.50 41,898.00	237.77 3,645.76 43,749.00	247.28 3,791.58 45,499.00	257.17 3,943.26 47,319.00	267.45 4,100.92 49,211.00	278.15 4,265.00 51,180.00
E02	209.02 3,204.92 38,459.00	218.13 3,344.68 40,136.00	227.71 3,491.50 41,898.00	237.77 3,645.76 43,749.00	248.33 3,807.68 45,692.00	258.26 3,960.00 47,520.00	268.59 4,118.34 49,420.00	279.33 4,283.08 51,397.00	290.51 4,454.42 53,453.00
E03	218.13 3,344.68 40,136.00	227.71 3,491.50 41,898.00	237.77 3,645.76 43,749.00	248.33 3,807.68 45,692.00	259.41 3,977.58 47,731.00	269.79 4,136.76 49,641.00	280.58 4,302.18 51,626.00	291.80 4,474.26 53,691.00	303.47 4,653.26 55,839.00
E04	227.71 3,491.50 41,898.00	237.77 3,645.76 43,749.00	248.33 3,807.68 45,692.00	259.41 3,977.58 47,731.00	271.05 4,156.08 49,873.00	281.89 4,322.34 51,868.00	293.17 4,495.26 53,943.00	304.89 4,675.00 56,100.00	317.09 4,862.00 58,344.00
E05	237.77 3,645.76 43,749.00	248.33 3,807.68 45,692.00	259.41 3,977.58 47,731.00	271.05 4,156.08 49,873.00	283.26 4,343.34 52,120.00	294.59 4,517.08 54,205.00	306.38 4,697.76 56,373.00	318.63 4,885.68 58,628.00	331.38 5,081.08 60,973.00
E06	248.33 3,807.68 45,692.00	259.41 3,977.58 47,731.00	271.05 4,156.08 49,873.00	283.26 4,343.34 52,120.00	295.99 4,538.58 54,463.00	307.84 4,720.18 56,642.00	320.15 4,908.92 58,907.00	332.96 5,105.34 61,264.00	346.27 5,309.50 63,714.00
E07	259.41 3,977.58 47,731.00	271.05 4,156.08 49,873.00	283.26 4,343.34 52,120.00	295.99 4,538.58 54,463.00	309.31 4,742.76 56,913.00	321.68 4,932.42 59,189.00	334.55 5,129.76 61,557.00	347.93 5,334.92 64,019.00	361.85 5,548.34 66,580.00
E08	271.05 4,156.08 49,873.00	283.26 4,343.34 52,120.00	295.99 4,538.58 54,463.00	309.31 4,742.76 56,913.00	323.23 4,956.26 59,475.00	336.16 5,154.50 61,854.00	349.61 5,360.68 64,328.00	363.59 5,575.08 66,901.00	378.14 5,798.08 69,577.00
E09	283.26 4,343.34 52,120.00	295.99 4,538.58 54,463.00	309.31 4,742.76 56,913.00	323.23 4,956.26 59,475.00	337.78 5,179.34 62,152.00	351.29 5,386.50 64,638.00	365.35 5,602.00 67,224.00	379.96 5,826.08 69,913.00	395.16 6,059.08 72,709.00
E010	295.99 4,538.58 54,463.00	309.31 4,742.76 56,913.00	323.23 4,956.26 59,475.00	337.78 5,179.34 62,152.00	352.99 5,412.50 64,950.00	367.11 5,629.00 67,548.00	381.79 5,854.18 70,250.00	397.07 6,033.34 73,060.00	412.95 6,311.84 75,982.00
E011	309.31 4,742.76 56,913.00	323.23 4,956.26 59,475.00	337.78 5,179.34 62,152.00	352.99 5,412.50 64,950.00	368.88 5,656.18 67,874.00	383.64 5,882.42 70,589.00	398.98 6,117.68 73,412.00	414.94 6,362.42 76,349.00	431.54 6,616.92 79,403.00
E012	323.23 4,956.26 59,475.00	337.78 5,179.34 62,152.00	352.99 5,412.50 64,950.00	368.88 5,656.18 67,874.00	385.48 5,910.76 70,929.00	400.90 6,147.18 73,766.00	416.94 6,393.08 76,717.00	433.62 6,648.84 79,786.00	450.96 6,914.76 82,977.00

Source: Bargaining Unit 06 Contract (Educational Officers) HGEA-AFSCME local 152 AFL-CIO (May 25, 1989)
Exhibit A/4.

BACKGROUND

ENDNOTES

1. Hawaii, Department of Education, Superintendent of Education, Annual Report, 1990-1992, Leadership Now and for the 21st Century: Building a Winning Team (Honolulu: June 1991), p. 3.
2. Hawaii, Task Force on Educational Governance, Final Report (draft) (Honolulu: March 1992), p. 12.
3. Interview with Donald Nugent, Assistant Superintendent, Department of Education, State of Hawaii, November 16, 1992.

PART II

The Principal

Chapter 4

THE POSITION OF PRINCIPAL

General

Under the present centralized public school system the principal is responsible for the total operation, administration, and management of the school. Much like the plant manager of a large private sector manufacturing organization, the principal is held responsible for the success of the total plant--in this case, a public school.

The public school principal reports to and is supported by the District Superintendent and the staff of the district in which the school is located. The principal will have assistants in the form of one or more vice-principals, a School Administrator's Special Assistant (SASA), and clerical help for the operation of the office. Additionally, there will be food service, security and maintenance concerned with the physical operation of the school, and the teachers and student population.

Vice-principals are assigned to a school on the basis of the school student population alone. The minimum population that rates the assignment of a vice-principal to any given public school is 500 students. Each principal has one SASA with no minimum student population requirement.

Renovation and/or expansion of the school's physical plant is carried out by a separate state department, the Department of Accounting and General Services. The principal has a voice in the planning of any renovation or expansion of the physical plant of the school; however, the actual implementation of plans, specifications, and schedules respond to priorities set by a level of state government that is usually out of the reach of the principal.

Curriculum development support is generally handled by specialists located at the district office level who develop curriculum within the parameters established by specialists at the Office of Instructional Services of the Department of Education. The principal is charged with ensuring the successful implementation of this curriculum in the classroom.

All of the personnel in the school (except the students) belong to a state-approved labor union. The teachers have their own union (The Hawaii State Teachers Association) separate and apart from the representation accorded to the principals, vice-principals, special assistants, clerical, food service, maintenance, and security personnel.

The principals and vice-principals fall into a bargaining unit category referred to as "Educational Officers" and are represented as Unit 06 of the Hawaii Government Employees Association which, in turn, is local 152 of AFSCME (American Federation of State County and Municipal Employees) a portion of the AFL-CIO (American Federation of Labor - Congress of

Industrial Organizations). As such, the principals and vice-principals are a part of a very large and powerful nationwide labor organization made up of unrelated trades and professions. Members of HGEA and AFSCME are all public sector employees.

Educational Officers (EO's) are to be found at all levels within the administration of Hawaii's Department of Education.

Job Description, Duties, and Qualifications of the Principal

The job description for the position of public school principal developed by the Office of Personnel Services of the Department of Education offers a concise view of the responsibilities assumed and the work expected. At present, there are six levels of classification for principals (not to be confused with the 12 salary levels discussed later in the report). Under the Duties Summary for all six levels of classification the following description is found.¹

(The principal)...has immediate responsibility for the total operation, administration and management of a public school; directs a professional staff in carrying out the curriculum development and instructional programs for the school; may supervise administrative personnel and supervises a staff of clerical and support service personnel in administering and managing the business, teacher personnel, pupil personnel, facilities and ground maintenance, lunch services, and auxiliary programs and functions of the school; and performs other related duties as required.

The position description continues with a section titled Distinguishing Characteristics which notes in three different places that the principal has the immediate responsibility for the school (5) and, further that;

...a position in this class performs with considerable independence and authority under the general supervision of a District Superintendent in operating and maintaining the plant facilities and administering and managing the on going programs of a public school within prescribed departmental policies and objectives.²

Twenty-five examples of the duties of the principal as found in the DOE/OPS position description are listed below.

1. Organizes the staff of the school for effective conduct of the instructional program, co-curricular program, and auxiliary functions.

THE POSITION OF PRINCIPAL

2. Appraises staff competencies and assigns personnel in accordance with curricular needs and other necessary services.
3. Interviews, selects, places, and orients new personnel, including instructional and support service personnel.
4. Promotes employee welfare and morale.
5. Evaluates, rates, and assists all personnel in job performance.
6. Recommends disciplinary action or dismissal of incompetent personnel.
7. Promotes and encourages in-service training and self-improvement efforts.
8. Coordinates and schedules pupil activities and programs, including extra-curricular activities.
9. Provides for the proper registration and release of pupils and makes decisions on district exception requests.
10. Provides for the proper evaluation and placement of pupils, the justification of special needs, and development of programs to meet their needs.
11. Provides for the counseling of pupils and parents and disciplining, suspension, or recommending dismissal of students.
12. Provides health services for emergencies and coordinates the provision of services in vision, hearing, and dental examinations.
13. Estimates future student enrollment and maintains student records.
14. Keeps abreast of curriculum changes and new ideas and encourages innovation and experimentation on the part of the staff within the limits and policies prescribed by the Department.
15. Makes available access to and insures the proper care and maintenance of school facilities, supplies, equipment, and materials necessary for the operation of the school and the conduct of an effective instructional program.
16. Conducts class visits, evaluates teacher performances, and holds individual conferences to help teachers improve in their performance.

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

17. Consults with district and state personnel in planning capital improvement programs and repair and maintenance projects.
18. Conducts a safety program to provide for the safety and well-being of students and staff.
19. Approves and schedules outside requests for the use of school facilities and grounds.
20. Compiles and reviews budgetary requests of the instructional staff, establishes priority of needs for equipment and supplies, and develops the annual budget for the school.
21. Develops the school expenditure plan and monitors its implementation.
22. Administers the school's bus subsidy program, school lunch program, and other similar activities.
23. Meets with parents and community groups to develop interest and participation in school activities and to promote understanding of school programs.
24. Participates in community activities as the Department's representative.
25. Resolves conflicts and complaints arising from the operation of the school.

The position of the vice-principal covers the same area as the principal except that the vice-principal assists the principal and is not held to the same level of responsibility. The duties of the vice-principal mirror those of the principal except that the word "assists" qualifies the description. There is an additional duty listed on the vice-principal's job description: "Serves as Acting Principal in the absence of the Principal."³

There are six classes of principal and four classes of vice-principal. The job descriptions for these positions were written by the Office of Personnel Services--DOE in 1979 with the latest revision occurring in May of 1981.

Minimum qualifications for the position of public school educational officer (future vice-principals and principals) are that the applicant must meet the requirements for the State of Hawaii Professional School Administrators Certificate.⁴ The program now offered for the satisfaction of that requirement is the Cohort School Leadership Program (CSLP). The CSLP is a postgraduate program offered by a joint venture between the College of Education at the University of Hawaii at Manoa and the Department of Education.

Admission to the CSLP requires that the applicant possess a Hawaii Basic or Professional Teaching Certificate or equivalent specialist certificate. Additionally, the applicant must be a full-time state Department of Education certificated (teaching certificate)

THE POSITION OF PRINCIPAL

personnel with a minimum of five years acceptable K-12 teaching or related experience.⁵ The average Educational Officer has 15 years of teaching experience at the time of application to the program.⁶

The job description of the principal and vice-principal coupled with the typical work experience of the CSLP applicant describes an individual who has a strong interest in the delivery of the curriculum to the students.

The Cohort School Leadership Program is described in greater detail in Chapter 5.

Article 10 of the HGEA Unit 06 Contract

This portion of the bargaining unit contract between the HGEA and the Board of Education deals with the method by which vacant educational officer positions are filled--how a new principal is chosen. As in most union contracts, length of service and previous position play a significant part of the eligibility requirements for any applicant for vacant positions.

As an example, say that a principalship position becomes vacant at the level of Principal III which might represent a medium- to large-sized elementary school. The prioritization of applicants for that position according to the contract is:

- (1) First choice would go to a tenured educational officer who holds a Principal III classification and who is willing to make a lateral transfer or accept a voluntary demotion from a higher level school (the numeric rating of schools by size and the ramifications on the classification of principals is discussed in Chapter 6);
- (2) Second choice goes to tenured educational officers in other Principal classifications;
- (3) Third, to tenured vice-principals; and
- (4) Fourth, to other qualified educational officers.⁷ (This last category draws from the "pool" of former principals and vice-principals who are serving at state and district level administrative positions.)

The applicant roster for the example used above comes from the educational officers who have taken the time to fill out the form, "Request for Educational Officer Assignment for School Year" and have filed the completed form in a timely fashion.

Should there be no applicants who have filled out the appropriate Request for Assignment form, the position may be advertised to notify the educational officer cadre of the vacancy. If no applicants come forth after the advertisement, the position may be filled by a

non-educational officer appointed by the Board of Education for no more than a one-year period.

Article 10 also applies to educational officer positions at state and district levels within the DOE. The procedures for filling job vacancies (application, order of consideration) are identical with those outlined above.

Later in this report the decentralization of the State's public school system is explored. One of the points of contention in the public discussions concerning that issue thus far has been the method by which the proposed new community based schools will select their principals. At the heart of the matter of *principal selection* are the *procedures and constraints* of Article 10 outlined above. A potential problem area in the staffing of the SCBM schools may be the conflict between a selection system based upon seniority and a system, not yet defined, that may wish to use other measures.

ENDNOTES

1. Hawaii, Department of Education, Principal I-VI (Rev. May 29, 1981), p. 1.
2. Ibid.
3. Hawaii, Department of Education, Vice-Principal I-IV (Rev. May 29, 1981), p. 3.
4. Ibid.
5. Hawaii, Department of Education/University of Hawaii at Manoa Partnership, Cohort School Leadership (CSL) Program (Honolulu: July 29, 1992) (Pamphlet), p. 3.
6. Interview with Donald Nugent, Assistant Superintendent, Department of Education, State of Hawaii, September 9, 1992.
7. Hawaii, Unit 06, Educational Officer Contract (Honolulu: HEGEA-AFSCME Local 152 AFL-CIO, May 25, 1989), p. 4.

Chapter 5

COMPENSATION

The present salary portion of the compensation system for educational officers is established by position held and time of service with the Department of Education. The rating of the position itself establishes the salary range for the person holding that position. The exact salary level within the range is established by the promotional pay increment step the person qualifies for based upon the: (1) length of time in the system; (2) level of initial educational officer appointment; (3) way that the person moves through the school administrator ranks; and (4) collective bargaining provisions which consolidate, delete, or add steps which impact the individual's position on the schedule.

The result is a salary matrix (see Table 1), which is established by negotiation between the Board of Education and the Hawaii Government Employees' Association representing the educational officers bargaining unit.

Rating and Classification System

The Department of Education's Office of Personnel Services has established a classification and compensation program which is documented in DOE manual #RS 785933 and titled, "Educational Officer Classification/Compensation System". The portion of the manual that deals with administrative regulations has been used to describe how the various principal and vice-principal classifications are created.

There are six classes of regular school principals and four classes of regular school vice-principals. These classes are established by a rating scale which is the numeric sum of three school-related factors. Every school is rated according to the sum of three factors: (1) student enrollment; (2) staffing level; and (3) grade level category. The tables shown below produce the rating scales used in classifying principal and vice-principal positions for regular schools. Similar tables are available for adult community schools. Schools of any category having unique conditions are rated by a scale set by the Board of Education acting pursuant to a recommendation of the Superintendent of Education. Ratings for unique schools are to be reviewed on an annual basis when and if that category is ever used.

For purposes of illustration the rating system for regular schools is used below.

1. Student Enrollment. Each school is rated according to the number of students enrolled.¹

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

STUDENT ENROLLMENT

<u>Number of Students</u>	<u>Rating Scale</u>
Up to 499	2
500 to 749	4
750 to 999	6
1,000 to 1,249	8
1,250 to 1,499	10
1,500 to 1,749	12
1,750 to 1,999	14
2,000 to 2,249	16
2,250 to 2,499	18
2,500 +	20

2. Staffing Level. Each school is rated according to its authorized certificated staffing or total staffing, whichever will place it in the highest category.²

STAFFING LEVEL

<u>Cert. Staffing</u>	<u>Total Staffing</u>	<u>Rating Scale</u>
Up to 14	Up to 19	1
15 to 24	20 to 34	2
25 to 39	35 to 49	3
40 to 54	50 to 64	4
55 to 69	65 to 79	5
70 to 84	80 to 94	6
85 to 99	95 to 109	7
100 to 114	110 to 124	8
115 to 134	125 to 144	9
135 +	145 +	10

3. Grade Level Category. Each school is rated according to the grade levels included in its program.³

GRADE LEVEL CATEGORIES

<u>Grade Levels</u>	<u>Rating Scale</u>
K or 1 through 2 or 7 (e.g., K-2, K-5, K-6)	2
K or above through 8 or 9 (e.g., K-8, K-9, 1-8, 6-8, 7-8, 7-9)	4
K through 12	8
7 or above through 12 (e.g., 7-12, 8-12, 9-12, 10-12)	12

COMPENSATION

The ratings for the factors contained in the above three groups are totaled for each regular school. The total points then determine the classification of the principal and vice-principal positions in accordance with the two tables shown below.

CLASSIFICATION OF REGULAR SCHOOL PRINCIPALS⁴

<u>Class Title</u>	<u>Rating Scale</u>
Principal I	5
Principal II	6 to 11
Principal III	12 to 26
Principal IV	27 to 31
Principal V	32 to 38
Principal VI	39 +

CLASSIFICATION OF REGULAR SCHOOL VICE-PRINCIPALS⁵

<u>Class Title</u>	<u>Rating Scale</u>
Vice-Principal I	Up to 26
Vice-Principal II	27 to 31
Vice-Principal III	32 to 38
Vice-Principal IV	39 +

As an example, the Imua Elementary School with a student enrollment of 1,325 students and a total staff of 75 with grade levels K through 6 would accumulate a total rating score of 17 (enrollment = 10; staffing = 5; and grade level = 2). The principal of this school would be classified as Principal III and the two vice-principals would be classified as Vice-Principal I.

The majority of the principals and vice-principals fall into the regular school categories. There are three exceptions to regular schools each with its own rating system.

1. Special Schools. Principals of special schools are placed within a salary range commensurate with the unique responsibilities of their work assignments.⁶ The special school principal positions are reviewed every semester at the same time as regular schools are rated for classification purposes.
2. Schools Having Unique Conditions. This classification recognizes that certain schools are affected by special circumstances not common to most schools. Exceptions to criteria ratings are considered on a case-by-case basis by the Board of Education.

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

3. Community Schools (Adult Education). The community schools are rated on: (1) student enrollment; (2) staffing level; and (3) number of classes conducted.

Student enrollment for the community schools has a maximum rating scale of 5,000 + enrollment as opposed to regular schools' 2,500 + enrollment. There are ten levels within each rating scale with the minimum and maximum rating values being the same on each scale. The difference between the rating factors is that the community school student population is measured by totaling the number of students enrolled in each class (one individual enrolled in three classes equals three total students) whereas regular school enrollment is the total of students attending the school.

The staffing level rating factors for a community school are quite different from the regular school as the table below depicts. The staff level for the community school is a count of full- and part-time certificated staff during the previous fall and spring semesters.

STAFFING LEVELS

<u>Total Staff</u>	<u>Rating Scale</u>
25 to 44	1
45 to 64	2
65 to 89	3
90 to 114	4
115 to 144	5
145 to 184	6
185 +	7

The community school has a rating factor on the average number of classes conducted (during the previous fall and spring semesters) rather than the grade level rating factor used for the Regular Schools.⁷

NUMBER OF CLASSES CONDUCTED

<u>Average Number of Classes Conducted</u>	<u>Rating Scale</u>
30 to 69	1
70 to 129	2
130 to 209	3
210 to 319	4
320 to 499	5
500 +	6

COMPENSATION

The classification of community school principal and vice-principal positions differs from those of the regular school in that the point totals required for the various principal and vice-principal classifications are lower.

CLASSIFICATION OF COMMUNITY SCHOOL PRINCIPALS⁸

<u>Class Title</u>	<u>Rating Scale</u>
Principal I	2
Principal II	3 to 4
Principal III	5 to 9
Principal IV	10 to 14
Principal V	15 to 19
Principal VI	20 +

CLASSIFICATION OF COMMUNITY SCHOOL VICE-PRINCIPALS⁹

<u>Class Title</u>	<u>Rating Scale</u>
Vice-Principal I	Up to 9
Vice-Principal II	10 to 14
Vice-Principal III	15 to 19
Vice-Principal IV	20 +

Specifically, the Office of Personnel Services has a data gathering and analysis system in place which reviews the rating system of each regular school and its impacts on the classification of principal and vice-principal positions. The school enrollment and staffing data are forwarded from the seven district offices to the OPS-Classification/Compensation Section each January and September. A classification review is conducted on this and other data on student enrollment and grade levels of each school. The Superintendent then notifies the district superintendents of each district of any changes to the classification of a school in their district.¹⁰

The Educational Officers Classification/Compensation System provides a procedure for appeals to classifications set forth by the Office of Personnel Services. Two areas of specific appeal are provided for: (1) the allocation of a position to a class; and (2) the rating of a school (numeric sum) as it affects the allocation of a principal or vice-principal position.¹¹ Appeals are heard by the Educational Officer Classification/Compensation Appeals Board established by state law (HRS 297-31.3) which consists of three members, one appointed by the Governor, and one member each appointed by the HGEA and the Board of Education.¹²

The current number of positions within each classification of Principal is:¹³

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

<u>Class Title</u>	<u>Number of Positions</u>	<u>Percent of Total</u>
Principal I	4	1.7
Principal II	121	51.7
Principal III	80	34.3
Principal IV	9	3.8
Principal V	19	8.1
Principal VI	1	0.4

Fully 85 percent of the principal positions fall into the classes of Principal II and Principal III. This "bulge" has ramifications on the functioning of the career track of educational officer which will be discussed in greater detail in Chapter 10 of this report.

Range and Step

The second portion of the educational officer salary determination is the position of the individual on the Educational Officer Salary Schedule which is negotiated between the Board of Education and the Union. A salary schedule for 10-month Educational Officers for the year commencing September 1, 1992 is shown in Table 2.

The left hand column of the schedule shows the salary ranges for the educational officers as SR-1 through SR-10 (SR = salary range), or in this case, EO1 through EO10. The next column to the right shows the way that the positions of principal and vice-principal, as determined by the rating scale, correlate with the salary ranges. The example of the position of principal at the Imua Elementary School with a student population of 1,325 and a rating scale of 17 was determined to be a Principal III position. The position of Principal III in the example would fall within the salary range EO6. The position of Vice-Principal I at that same school falls into the EO2 salary range.

The columns to the right of the Position and Salary Range are the promotional pay increment steps, three longevity steps (called such for historic reasons as longevity in any one position is no longer required or relevant) and six pay increment steps "J" through "O". There is a four and three-tenths (4.3) percent difference between the steps.

As an example of the way the salary system works, imagine a teacher who is earning a salary of \$3,508.26 per month. This teacher decides to leave the classroom and become an educational officer. Upon the successful completion of the Cohort School Leadership Program the new educational officer applies for and is assigned to the Imua Elementary School as a Vice-Principal I.

TABLE 2

10-MONTH EDUCATIONAL OFFICERS' SALARY SCHEDULE (MONTHLY RATE)
 VICE-PRINCIPALS AND PRINCIPALS
 Effective September 1, 1992
 Act 170, SLH 1989*

SALARY RANGE POSITION	S T E P S								
	(E0) LONG. 4	(E7) LONG. 4	(E8) LONG. 4	J	K	L	M	N	O
1	3071.58	3204.92	3344.68	3491.50	3645.76	3791.58	3943.26	4100.92	4265.00
2 VP I (1-26) COMM SCH VP I (UP TO 9)	3204.92	3344.68	3491.50	3645.76	3807.68	3960.00	4118.34	4283.08	4454.42
3 VP II (27-31) COMM SCH VP II (10-14)	3344.68	3491.50	3645.76	3807.68	3977.58	4136.76	4302.18	4474.26	4653.26
4 VP III (32-38) PRIN I (1-5) COMM SCH VP III (15-19) COMM SCH PRIN I (2)	3491.50	3645.76	3807.68	3977.58	4156.08	4322.34	4495.26	4675.00	4862.00
5 VP IV (39+) PRIN II (6-11) COMM SCH VP IV (20+) COMM SCH PRIN II (3-4)	3645.76	3807.68	3977.58	4156.08	4343.34	4517.08	4697.76	4885.68	5081.08
6 PRIN III (12-26) COMM SCH PRIN III (5-9)	3807.68	3977.58	4156.08	4343.34	4538.58	4720.18	4908.92	5105.34	5309.50
7 COMM SCH PRIN IV (10-14)	3977.58	4156.08	4343.34	4538.58	4742.76	4932.42	5129.76	5334.92	5548.34
8 PRIN IV (HIGH SCHOOL 27-31) COMM SCH PRIN V (15-19)	4156.08	4343.34	4538.58	4742.76	4956.26	5154.50	5360.68	5575.08	5798.08
9 PRIN V (HIGH SCHOOL 32-38) COMM SCH PRIN VI (20+)	4343.34	4538.58	4742.76	4956.26	5179.34	5386.50	5602.00	5826.08	6059.08
10 PRIN VI (HIGH SCHOOL 39+)	4538.58	4742.76	4956.26	5179.34	5412.50	5629.00	5854.18	6033.34	6331.84

*The negotiated AGREEMENT BETWEEN THE STATE OF HAWAII BOARD OF EDUCATION AND THE HAWAII GOVERNMENT EMPLOYEES' ASSOCIATION (7-1-89 TO 6-30-93) provides for the following: deletion of Step Longevity 3; addition of new Step 0; advancement of incumbents to next higher Step; and an across-the-board adjustment of difference between cost of Step movement and 5.25%.

Source: Ten Month Educational Officers' Salary Schedule (Monthly Rate), Vice-Principals and Principals Effective September 1, 1992. Act 170, SLH 1989.

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

The salary computation is thus: the teacher's pay of \$3,508.26 per month is increased eight percent to a new rate of \$3,788.92 per month to reflect the transition from teacher to educational officer. The new educational officer's appointment to Vice-Principal I locates the position in the salary range EO2 on the ten-month educational officer's salary schedule.

Next, the new salary of \$3,788.92 per month must be located and established as a step within the salary range EO2. Moving through the promotional pay increment steps in the right-hand column one finds step "J" as a monthly salary of \$3,645.76 and step "K" as a monthly salary of \$3,807.68. The salary step closest to the new educational officer's salary of \$3,788.92 per month is step "K" (position movements must never result in the individual taking a reduction in salary). So the new educational officer's salary classification is EO2, step "K". The Classification/Compensation System caps one-time promotions to a limit of six pay increment steps at a time.

Incumbents on the salary schedule, under present contract, are advanced one pay increment step annually (September 1st). The most expeditious track, from a purely monetary viewpoint, through the educational officer salary schedule is to be "upwardly mobile"--constantly pressing for advancement through the vice-principal ranks to the principal levels and then on to the twelve-month educational officer salary schedule which represents higher salary levels.

The distribution of the higher-level positions of Principal IV, V, and VI is unbalanced with the majority of the Principal positions (85 percent) occurring at the lower paying Principal II and Principal III. Only 12.3 percent of the principal positions (29 each) occur at the Principal IV through VI levels. There is only one Principal VI position in the school system. Advancement to the top three levels of the ten-month salary schedule requires one of the incumbent 29 principals to retire or transfer to another position.

This "bottleneck" in the career track has caused many of the mid-range educational officers to jump to the twelve-month salary schedule thus leaving the schools and migrating to the district and state office positions within the DOE.¹⁴

The migration was slowed somewhat in 1989 with the introduction of the After-School Plus (A+) Program designed to support latch-key children in grades K-6. This program extends the school day until 5:30 p.m. during the regular school year. The program targets children of working parents or parents in job training programs. For a nominal monthly fee (\$28) the children are placed in a caring environment which offers homework assistance, enrichment activities, and supervised recreation. The principal of the elementary schools delivering this program may elect to be a site coordinator for the program which produces up to \$8,900 additional per year in salary.

The example of the Principal III at the 1,325-student Imua Elementary School is used to illustrate the impact of the Site Coordinator payments. Suppose that the Principal III in the example was at salary range EO6, promotional pay increment "K" and earned \$4,538.58 per

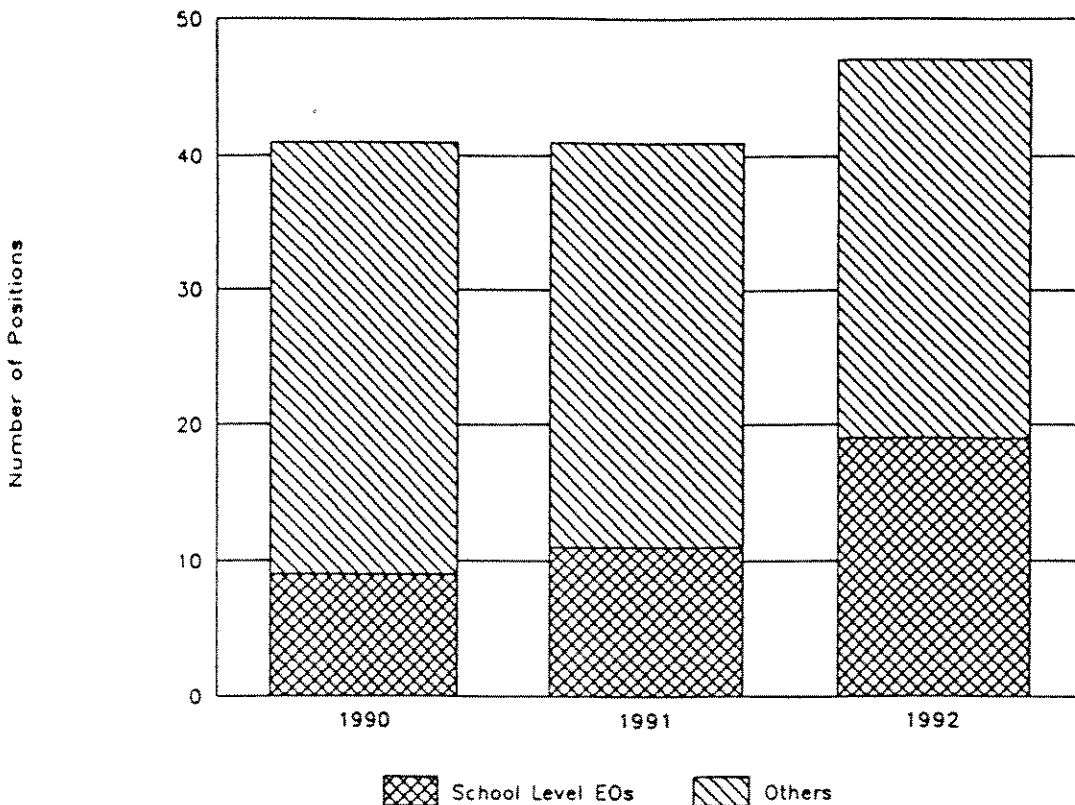
COMPENSATION

month or \$54,462.96 per year before the advent of the A+ program. In 1989, the A+ program is implemented at the school and the principal elects to take on the job of site coordinator for the A+ program. The A+ program compensates the Site Coordinator for this school at, say, \$8,900 per year. The principal at the school now earns a salary at the rate of \$63,362.96 per year or \$5,280.25 per month. This is the equivalent of a salary promotion to the level of Principal V, salary range EO8, between promotional pay increment step "K" and "L".

This development was welcomed by the elementary school principals at the mid-level positions on the ten-month educational officer's salary schedule; it did cause some comment at the high school principal level.¹⁵ The migration of school level EO's was slowed for the year 1990; perhaps as a result of the A+ program. However, the figures for the migration increased in 1991 with the 1992 total of 18 transfers being almost double those of 1990.¹⁶ A graph which depicts this activity is shown below.

Graph 1

School Level EO Transfer to District & State Positions



Benefits Package for the Ten-Month Educational Officer

1. Health Benefit Plans. The ten-month educational officer is eligible for six health plans offered by the Hawaii Public Employees Health Fund. In four of the plans the employee contributes to the payment of the plan. The State pays completely for two of the plans. The employee is offered the opportunity to elect individual or family coverage. Eligibility requires that the employee be with the DOE for a period of three consecutive months at least 50 percent full-time equivalency (FTE) or more. The plans offered are.

Medical	The employee is offered four plans to choose from and may elect individual or family coverage. The employee contributes 40 percent of the monthly premium cost of the plan.
Drug	The employee may elect individual or family coverage. Employee contribution is 40 percent of the monthly premium.
Vision	The employee may elect individual or family coverage. Beginning July 1, 1992 the State is responsible for payment of \$2.58 for each employee electing self only coverage or \$5.08 for each employee electing family coverage.
Adult Dental	The employee elects individual or self/spouse coverage and is responsible for 40 percent of the cost of the monthly premium.
Child Dental	<i>The employee may enroll members of the family below age 19 in this program. The State pays 100 percent of the monthly premium cost of the coverage for each eligible dependent enrolled in this plan.</i>
Group Life Insurance	The employee elects this coverage on an individual basis. The State is responsible for 100 percent of the monthly premium cost of the coverage.

Article 28 of the Bargaining Unit 06 Contract for Educational Officers specifies the amount of monthly premiums to be paid by the employer on the above plans and provides protocols for the rounding of numbers. The employee pays for the designated plans through a payroll deduction. As of January 1, 1990, EO's may designate this deduction to be a "before tax" reduction of salary. (IRS Code #125, 1/1/90)¹⁷

2. Retirement. Two plans (contributory and non-contributory) are in force at the present time which apply to ten-month educational officers. The plan for those employed prior to June 30, 1984 and who remained in the contributory plan is a calculation of two percent of the average final compensation (three highest years salary earned) multiplied by

COMPENSATION

the number of years of service in the State. For EO's employed after June 30, 1984 and for those who switched from the contributory plan to the non-contributory the formula is the same except that the percentage factor used is 1.25 percent. The first plan (contributory) which phased out in 1984 was partially funded by the employee. The new plan (non-contributory) is completely funded by the State. The employee must have ten years of service in order to be fully vested in the non-contributory plan.

3. Sick Leave. The ten-month educational officer is granted a fixed 18 days of sick leave for the full ten-month period. If the employee is hired after the commencement of the school year the sick leave period is reduced as a ratio of the time remaining in the school year.

4. Vacation. The ten-month educational officer is granted the normal school holidays including winter and spring breaks and the summer break, less the time required to open and close the school.

5. Tax-Sheltered Annuity Plan. The employee may specify contributions to this plan which operates as a self-financed retirement fund. This fund operates under the guidelines of Section 403(b) of the Internal Revenue Code and the amount of employee contributions are set and governed by the Code. The EO's are eligible, as a class, for this plan by virtue of their employment by the Department of Education.

6. Deferred Compensation Plan. The plan administered by Hawaii Benefits, Inc., is an employee contribution plan operating under Section 457 of the Internal Revenue Code. Contributions may not exceed 25 percent of the employee's salary nor exceed \$7,500 in tax-year contributions. The ten-month educational officer also receives free of charge worker's compensation and temporary disability insurance.

Other "benefits" are spelled out in Article 25 of the Bargaining Unit Contract for Educational Officers. Where feasible during renovation or construction of schools the plans and specifications are to include: air conditioning; cold water fountains; restrooms for employees separate from public restrooms; and areas for meals. Adequate lighting, security and protection for educational officers, where it is required, is specified in Article 25.

ENDNOTES

1. Hawaii, Department of Education, Educational Officers Classification/Compensation System (Manual, latest partial revision, July 1992), p. 7 (hereinafter Manual).
2. Ibid.
3. Ibid., p. 8
4. Ibid.

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

5. Ibid.
6. Ibid., p. 9.
7. Ibid.
8. Ibid., p. 11
9. Ibid.
10. Interview with Amy Yamashita, Personnel Specialist, Department of Education, January 21, 1993.
11. Manual, p. 13.
12. Amy Yamashita, January 21, 1993.
13. Hawaii, Department of Education, Proposed Adjustments to the Educational Officer Classification and Compensation Plan (Honolulu: June 1992) (Pamphlet), p. 2.
14. Transcript of testimony of Charles T. Toguchi, Superintendent of Education, to the Educational Officers Classification/Compensation Appeals Board, Department of Education, State of Hawaii, October 15, 1992, p. 2.
15. Interview with Wallace Fujii, Principal, H.P. Baldwin High School, Department of Education, September 10, 1992; interview with Henry Ariyoshi, Principal, Lahainaluna High School, Department of Education, State of Hawaii, September 11, 1992.
16. Hawaii, Department of Education, Office of Personnel Services, School Level EO Transfer to District and State Positions 1990, 1991, 1992 (Undated) (Graph).
17. Interview with Kathleen Rozmiarek, Personnel Specialist, Department of Education, State of Hawaii, December 15, 1992.

Chapter 6

TRAINING AND PROFESSIONAL DEVELOPMENT

Training the Future Educational Officer

The educational officer is inducted into and trained by the State of Hawaii Cohort School Leadership Program, a joint venture of the Department of Education's Office of Personnel Services and the College of Education at the University of Hawaii at Manoa.

The Hawaii School Leadership Academy, a unit of the DOE's Office of Personnel Services plays a major role in providing support for the training of the educational officer candidate as well as providing professional development courses and training for educational officers established in school administration.

The Cohort School Leadership Program is a combination of: mentoring by principal-mentors; on-the-job training; course work; and, integrative seminars. The CSLP requires two continuous semesters to complete and, in that process, provides course work and research opportunities for the completion of an advanced degree in school administration.

Cohort School Leadership Program¹

The Cohort School Leadership Program is the certification program for educational officers in the State of Hawaii's public school system and was established in 1989. The candidate for certification is immersed in the program for a period of one year. The successful applicant is enrolled in the CSLP as a candidate during the summer following the adjournment of the regular school year. The candidate is assigned to a school and a mentor. The mentor is the principal of the school the candidate is assigned to who has been trained in mentoring skills by the Hawaii School Leadership Academy. The functions of the Hawaii School Leadership Academy are discussed later in this chapter.

The certification process conducted by the CSLP is broken down into six phases which commence for the eligible candidate during the summer following the regular school year. To become an eligible candidate for the CSLP the applicant must possess the following qualifications: a Hawaii Basic or Professional Teaching Certificate (or equivalent specialist certificate); be employed as a full-time Department of Education certificated personnel; and have five years of acceptable K-12 teaching or related experience.

Phase one of the program is a pre-screening for commitment and readiness. This phase consists of a review of the applicant's completed CSLP Self-Assessment Form with their present school principal or supervisor and the submission of a completed CSLP application form to the Program.²

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

Phase two is a screening procedure to ascertain the applicant's potential for school administration. The Miller Analogies Test is administered to test the applicant's critical thinking skills. Writing skills are tested and assessed. The applicant must possess an advanced degree in Educational Administration or have registered as a candidate for a Masters Degree in Education at UH-Manoa. The applicant is screened two more times with recommendations from the principal or supervisor of the school or office where the applicant serves and an interview by a panel convened for that purpose. At this point, the successful applicant is inducted into the program and assigned a school and a mentor, and the educational officer candidate's salary is adjusted upwards by eight percent from their former salary level.

Phase three is the beginning of the on-the-job training, mentoring, course work and supplemental seminars which last for two weeks during the summer months. During this phase the course work is aimed at preparation for school administration and, concurrently, the candidate is evaluated on a continuing basis for leadership skills, writing skills, and proficiency in the course work. The course work program is provided and delivered by professors from the College of Education at the University of Hawaii at Manoa and DOE personnel at HSLA facilities at Puuhale Elementary School.

Phase four introduces the educational officer candidate to courses and seminars in staff development, planning, curriculum, and instructional leadership and school law.

Phase five begins two semesters of on-the-job training, mentoring and course work in school/community relations, school supervision, curriculum administration, and organizational factors. Seminars, case studies, and development of a school improvement plan³ complete this phase.

Phase six is conducted over the summer following the candidate's immersion in the program. This summer is used for the completion of the requirements for the advanced degree in Education. The program strongly recommends that the educational officer candidate use this summer to complete advanced degree requirements as the pressures of work that begin the next school year seldom leaves time for advance degree completion activities. The educational officer intern is appointed to a vice-principal position at one of Hawaii's public schools and the one-year probationary status begins. At the successful conclusion of this probation year tenure is granted and the applicant/candidate/intern is now an educational officer.

The entity that supports the Cohort School Leadership Program as well as providing continuing professional development training for educational officers is the Hawaii School Leadership Academy.

The Hawaii School Leadership Academy⁴

The Hawaii School Leadership Academy was created in 1989 and became operational in 1990 as a division of the Department of Education. The mission of the Academy is "to upgrade the skills of aspiring and practicing school administrators, to improve education."

The objectives as stated in a publication of the academy are to:⁵

1. Disseminate knowledge and provide training in effective school leadership for practicing school administrators.
2. Assist teachers on the neighbor islands with a strong desire to become school administrators to prepare themselves for the DOE's Cohort School Leadership Program (CSLP).
3. Serve as drop-in center and maintain the Edward Nakano Library for aspiring, beginning, and established school administrators who are pursuing research and other self-directed professional improvement activities.
4. Develop mentors from the ranks of practicing school administrators to help induct administrators-in-training (CSLP) into the profession.
5. Form a Pacific region network made up of Hawaii and the Pacific Islands to develop school administrators with a perspective that is strongly local as well as broadly regional.

The Hawaii School Leadership Academy presently has a 22-person advisory group. Of this group 15 are affiliated in some way with the DOE, two are from the College of Education at the University of Hawaii at Manoa, including the Chairperson of the Educational Administration Department and the Associate Dean of the College of Education. Two are from the private/parochial school community and three are from the private sector including one member who is a trustee of the University of Hawaii Foundation.

The following programs are offered during the year at the Hawaii Leadership Academy.

Mentor Principals Academy.⁶ This unit develops in-service public school principals as mentors to the candidates being trained as school administrators by the Cohort School Leadership Program (CSLP). Mentors are assigned an educational officer candidate for a year. For four days a week the candidate works with the mentor at the mentor's school. Mentors are trained in mentoring and coaching skills to increase their effectiveness with the CSLP candidates. Mentors participate in workshops sponsored by the Hawaii School Leadership Academy in topics such as school improvement planning, self development and professional growth. Additionally, mentors participate in the segments where school

improvement planning case studies are used to instruct both educational officer candidates and in-service school administrators.

Reflective Seminars for CSLP Interns. Interns in the Cohort School Leadership Program participate in ten sessions covering various topics and issues in school administration. The Academy staff and director work with teams of mentor principals and UH professors in producing and evaluating these seminars.⁷

Aspiring School Leaders Program. The academy assists teachers, especially those on neighbor islands, with a desire to become school administrators to help them prepare for the DOE's Cohort School Leadership Program. Orientations and conferences are held with interested teachers throughout the State. Workshops on the Principalship are co-sponsored by the Academy, Hawaii State Educational Officers Association and Hawaii Elementary and Middle School Association. Workshops are presented by teams of practicing principals on each island using National Association of Elementary and Middle School Principals materials to help teachers fully understand the role and responsibilities of school administrators. Teachers considering enrolling in the Cohort School Leadership Program are assisted in understanding and preparing for the Miller Analogies Test which is a requirement for admission to the CSLP.⁸

Academy Class II - Curriculum: Effecting Change and Change Strategies Modules. Throughout the year a series of eight workshops are presented for up to 30 principals who wish to be more effective leaders in their schools. Topics include: school culture; facilitative leadership; Concerns Based Adoption Model; and Total Quality Management.⁹

New Principals Academy. Consists of three workshops for first and second year principals to acquire "survival skills", understand and effect change, and learn what works and what doesn't work from each other. These workshops are staffed with mentor principals to provide additional support and advice.¹⁰

Pacific Administrators Intern Program. HSLA provides coordination as well as training activities and internships for school administrators from the Pacific Islands.¹¹

Edward Nakano Library. Library services in school leadership to school administrators. Resources include books, monographs, periodicals, and videotapes. Consultation and guidance are available on masters thesis topics, doctoral program and effective school leadership. The library is located at Puuhale Elementary School as part of the Hawaii Leadership Academy.¹²

The Academy publishes quarterly monographs on timely topics and a monthly newsletter for principals and vice-principals. A monthly mentor dialogue for principals in the mentor program and a quarterly review of the latest publications in school leadership is also available.

The Hawaii School Leadership Academy prepares the applicant to meet and pass the entrance requirements for the Cohort School Leadership Program for the development of new educational officers. The HSLA trains the mentors who will guide the educational officer candidates through the year of internship with the Cohort School Leadership Program. HSLA also provides a venue for the course work and seminars required for completion of CSLP. Additionally, HSLA presents workshops for the interns as well as assisting them in completion of the requirements for higher degree.

Additional opportunities for professional development courses are available through: course work offered by the College of Education at the University of Hawaii at Manoa; seminars produced by state and district offices of the DOE; and seminars available through the various educational officer professional organizations and societies. Additional compensation is not available for completion of professional development courses at the level of educational officer. Professional improvement leaves are available at full salary for one semester's attendance at DOE approved courses; the alternative option to one semester at full salary is two semesters at half-salary. The educational officer becomes eligible for professional improvement leave after seven continuous years of service.¹³

ENDNOTES

1. Hawaii, Department of Education/University of Hawaii at Manoa Partnership, Cohort School Leadership (CSL) Program (Honolulu: July 29, 1992) (Pamphlet), p. 3.
2. In 1994 candidate/applicants will be required to complete course work "Introduction to School Administration" (EA 601) or show acceptable school administrator experience complete Phase 1.
3. The school improvement plan locates and identifies all the areas of concern at the school (e.g., student discipline, facilities improvement, security, curriculum, quality of lunch, and so on). The plan develops strategies for reducing the concerns, prioritizes their implementation, and provides measurements to evaluate progress.
4. Hawaii, Department of Education, Hawaii School Leadership Academy (Honolulu: 1991) (Pamphlet), p. 1.
5. Ibid.
6. Ibid., p. 2
7. Ibid.
8. Ibid., p. 3.
9. Ibid., p. 4.
10. Ibid.
11. Ibid., p. 5.
12. Ibid.

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13. Interview with Wendell Staszko, Personnel Specialist, Department of Education, State of Hawaii, December 15, 1992.

PART III

The Principal in Transition

Chapter 7

DUTIES OF THE PRINCIPAL

Situation in Transition

"School based management, local control of schools, and enhanced parent and student choice are a priority with the Hawaii State Board of Education, Department of Education, and Legislature."¹ This statement, which forms one of the major themes for the implementation of the Hawaii School Leadership Academy characterizes a basic change that is affecting the principalship in Hawaii's public schools.

The existing structured system which delivers a centrally-determined instructional program is about to be replaced with schools that, more and more, will shape their instructional program to reflect the needs, characteristics and aspirations of the children in the community they serve.

Duties of the Principal--DOE/OPS

The description of the principal found in the position description used by the Department of Education's Office of Personnel Services reflects realities that are undergoing fundamental change. The position description was last updated in 1981 and describes the principal as an important cog in a very large centralized system.

The principal's duties outlined in the DOE/OPS position description quite likely will not change much under the ethic of school-based management--they will, however, operate from a different perspective. It is quite likely that additional duties will be added and that, initially at least, more time will be required to perform the job of principal.

At present the principal's tasks are:

- Organizing the staff of the school for the effective conduct of the programs of the school;
- Assigning and evaluating staff;
- Selection and placement of new personnel;
- Coordinating and scheduling student activities;
- Evaluating pupils' performance and development of programs to meet their needs;

- Looking after the welfare of the school's staff; and
- Planning for the future of the school;

to name a few. All will remain tasks to be accomplished by the principal no matter what the structure of governance of the school, or school system, turns out to be.

The basic competencies required of the principal--knowledge of principles and practices of school management, supervision, principles and practices of public relations, and budget preparation, will continue to be the building blocks of the principalship. The particular difference may be in the way that the principal administers this knowledge in a new school-based management context. A change in the way the principal administers requires a change in the way the principal is trained to be a principal.

Hawaii is already moving in that direction in the training of new educational officers in the Cohort School Leadership Program.

Duties of the Principal--CSLP

The Hawaii Task Force on Educational Leaders for Hawaii's Schools was formed to evaluate and suggest directions for the development of a preparation program for school administrators which could involve a partnership between the Hawaii public school system and the University of Hawaii.² The final report of the task force, produced in 1988, recommended the development of a field-based preparation system for the training of future educational officers.³

Up until the advent of CSLP, qualification for certification as a public school educational officer consisted primarily of completing courses offered in a university environment (in addition to teaching experience). These courses were not presented in the context of realistic events and tended to promote isolation, competition and an acceptance of *conventional practice and knowledge*.⁴

The new vision for schooling in Hawaii places the principal in the center of the system. The new principal needs to be an active participant--along with the community, school staff and students--in school improvement. Expectations of the principal in this system will be high. Flexibility and creativity will be requisite basic skills of this new principal.

The Hawaii Cohort School Leadership Program used four major themes in the design of their program.⁵

1. Adaptation of leadership to the local context. Local control of the schools, school-based management, and enhanced parent and student choice change the strategies of school administration dramatically. The school designs and executes an educational program based

DUTIES OF THE PRINCIPAL

on and adapted to the needs, aspirations, and characteristics of the children in the community it serves. These reform initiatives call for the principal's involvement in the design and development of curricula and in the selection of instructional materials and personnel.

2. Shared decision making. Locally adapted education requires a participative planning process which involves principals, teachers, students, parents, and other members of the community. This collaborative approach to education is an indispensable ingredient in school success. The outlook for reform depends upon the talents and motivations of principals as key participants in collaborative planning and shared decision making.

3. School renewal. The school is the center of change rather than the target of change. School renewal is long-term and involves a continuous self-examination of program assumptions and effectiveness by all parties. The principal's capacity for independent and collective self-criticism are prerequisite to ongoing school renewal. It is the principal who makes the difference in leading a school toward excellence.⁶

4. Use of knowledge. The ability to improve schools from within depends upon principals and teachers having access to pertinent research findings. The ability to translate these findings to the unique needs of the students is a requisite skill.

The profile of the "new" school administrator as envisioned by the CSLP is:⁷

- Full personal and professional commitment to student growth and development and school improvement;
- Clearly defined responsibilities in relation to student achievement;
- Works to enhance teacher-student interaction;
- Is central to school administration;
- Ability to clearly define the curriculum;
- Focused on classroom instruction and management;
- Consistent in discipline;
- Closely monitors student performance;
- Provides strong instructional leadership;
- Able to articulate the mission of the school to the staff and community;
- Able to unify the staff in pursuit of effective teaching;

- Able to establish *high standards of achievement*;
- Able to create a safe and orderly school environment.

The characteristics of a strong school leader as defined by the CSLP are that the person:⁸

1. Demonstrates a strong commitment to school improvement;
2. Demonstrates achievement-oriented and supportive leadership;
3. Utilizes effective management strategies to unify staff, build a sense of ownership and commitment to high performance goals;
4. Manages the full scope of school administrative responsibilities.

The CSLP attempts to mold a self-motivated, skillful, reflective and participative individual to assume the leadership of Hawaii's public schools. This sort of individual will enhance the school system no matter what the method of system governance turns out to be.

In summary, the "old" and the "new" view of the duties of the principal are both different and the same. The introduction of field-based experience coupled with mentored university course work on school administration is hopeful. The principal-mentoring program is useful as it contributes to a real-world sharing of experience for the candidate educational officer and introduces the established principal to the new paradigm of school administration.

The CSLP has completed two cycles of training since its inception in 1990. Each cycle has included 40 candidates. CSLP estimates that this level of production does not stay even with the demand; one of the measures of which is that there are still forty temporary, uncertified, individuals in vice-principal positions within the statewide school system.⁹

ENDNOTES

1. Hawaii, Department of Education/University of Hawaii at Manoa Partnership, Cohort School Leadership (CSL) Program (Honolulu: July 29, 1992) (Pamphlet), p. 1.
2. Dr. Charles Araki, Education of School Leaders for the 21st Century in Hawaii: A Developmental Model (Honolulu: Hawaii School Leadership Academy, Department of Education, Summer 1992) (Monograph), p. 1.
3. Ibid.
4. Ibid., p. 3.

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5. Ibid., p. 2.
6. Ibid.
7. Hawaii, Department of Education, Office of Personnel Services, Profile of an Effective School Administrator (Personnel Series #5002, June 1, 1986) (Pamphlet), p. 1.
8. Ibid., p. 2.
9. Interview with Richard Sagawa, Director, Hawaii Leadership Academy, Department of Education, State of Hawaii, December 16, 1992.

PART IV

Restructuring of the DOE

Chapter 8

DECENTRALIZATION

The decade of the 1980's produced a nationwide movement of school renewal. The basis of the trend was an enhancement of the school as the epicenter of the school system. This "site-based management" was presented in a series of reports on school renewal commissioned by the private sector organization, the Hawaii Business Round Table, and produced by Berman, Weiler Associates.¹ The first series of reports was delivered in 1989 with subsequent reports following in 1990 and 1991. The idea of school renewal gained momentum and was modified by the Board of Education to become school/community based management.

In November of 1989, the Board of Education issued draft guidelines of a school community-based management policy, the preamble to which read "To further its efforts in strengthening public education, the Board of Education (BOE) will initiate School-Community Based Management (SCBM) in January 1990, by which a school's community consisting of principals, teachers, support staff, parents, students and other community members, will be given great latitude in, and responsibility for, developing educational programs that fit their needs. The BOE believes that this approach, along with other reforms, can improve student performance. The implementation of SCBM is intended to enable the BOE and the school communities to adapt the SCBM management process to produce substantial educational improvement."²

The Legislature, during the regular session of 1991, passed Act 332 which created The Task Force on Educational Governance whose purpose was to: (1) conduct public forums to elicit discussion and debate the issue of governance of Hawaii's public school system; and (2) to examine the roles of various departments, organizations, and agencies of the State, including the Governor, the Legislature, and the Board of Education that affect Hawaii's public school system.³

In December of 1991, the Department of Education presented a report which outlined the decentralization of that department. The report entitled "Restructuring the Public School System for Our Children's Future - A Draft Report for Public Discussion" proposes that the management of the Department of Education be brought closer to the schools to nurture the community-based, decision-making brought about by SCBM.⁴

As of this writing, all of the factors of diversification are in motion. None of the factors has been completed to the point where results are visible, let alone measurable.

School/Community Based Management

Through the efforts of many individuals and organizations, and with the support of Superintendent of Education Charles Toguchi and Governor John Waihee, the Legislature in 1989 enacted Senate Bill No. 1870 which enabled school/community based management to become a reality. The bill was codified as Chapter 296C, Hawaii Revised Statutes. The Board of Education organized a task force to set up guidelines and to initiate the program into the community's public school system. S/C-BM is being guided by this set of beliefs:

- S/C-BM will involve major changes in the way Hawaii's school system is run.
- Organizational flexibility and empowering school level decision makers are key factors.
- Schools are the basic units of change.
- Traditional roles and relationships of educational providers will change.
- Change is generally more effective when decisions are made closest to the point of implementation.
- Persons affected by decisions perform best when they feel ownership and responsibility through shared decision-making.
- Members of a school's community possess the expertise and competence to decide what is best for the school.
- Responsibility for decisions made collectively requires accountability for results.⁵

The S/C-BM school process begins with a letter of intent from the school to the Board of Education. The letter of intent arises out of a consensus of six groups of people connected with the school: (1) the principal; (2) the teachers; (3) the support staff; (4) the parents; (5) the students; and (6) community members.

Once the school has submitted a letter of intent which has been accepted by the Board the following chain of events is set in motion. The Board offers discretionary resources to assist the school by considering the school's requests for waivers of rules, policies, regulations, procedures as well as exceptions to collective bargaining agreements. Additionally, the Board may award cash grants to the school to assist in development of its S/C-BM proposal. In exchange the participating school must adopt a shared decision-making process, submit a proposal for improving its educational program, and be evaluated by the Board.

The S/C-BM School Council is formalized and operational guidelines are adopted. As the consensus mode of decision making is basic to the system, complicated guidelines, or by-laws, are not called for. All of the six groups that comprise the Council have equal power in the decisions of the Council. Initial, and/or critical matters requiring Council agreement and adoption are: the setting of school goals; the general content of the school's curriculum; the design of instructional practices and schedules; the allocation of the school's discretionary resources; the initiation of innovative programs; and the filling of new and vacant positions of school personnel. A shared decision-making model showing how each of the Council's six groups will participate is developed at this juncture.

Next, a proposal to implement is developed and submitted to the Board for review and approval. Each proposal must include: (1) evidence that the Council has the support of the school community; (2) a design for strengthening the educational program and its shared decision-making model. A school's request for waivers and assistance, if needed, is included with the proposal to implement.

A complete proposal to implement must contain the following components.⁶

1. Description of the school.
2. Mission statement of the school, vision statement, philosophy, goals and objectives, school standards, and program emphases.
3. School improvement plan.
4. Sequence of events for developing S/C-BM. A historical sequence from day-one of S/C-BM to proposal.
5. Implementation problems and solutions. Anticipated problems and proposed solutions in implementing S/C-BM.
6. Action plan. Action plans for implementation of three to five areas of emphases chosen by the school.
7. Requests for waivers and exceptions.
8. Staff development and training for S/C-BM. Utilization of grant money (supplied by the Board until funds run out) to train the Council, staff and community members.
9. Expenditure plan. A plan showing how the grant will be spent.
10. Organization of S/C-BM Council. Group representation model, decision-making model, and operational guidelines.

DECENTRALIZATION

As of December 1992, 117 schools have submitted letters of intent to the Board and 41 schools have completed their Proposal to Implement.⁷ With the S/C-BM process underway the Board turned its attention to the decentralization of the Department of Education to be better able to serve the S/C-BM school community.

Project Ke Au Hou--The Decentralization of the DOE

In the report "Restructuring the Public School System for Our Children's Future," the following description of Project Ke Au Hou was presented.

Departmental Management. SCBM has caused the department to rethink the relationship of the district and state offices with the schools. If decisions are to be made by people at the point of implementation, the structure and relationship of the district and state offices must be changed. Project Ke Au Hou was initiated to reorganize the district and state offices of the department with the following aims:

- Reduce the size of the state and district offices.
- Shift state and district resources to the schools.
- Provide schools greater flexibility in making site-based decisions.
- Focus the role of the central office as a standard-setting, assessment and support structure for schools.
- Promote collaboration and teaming as a norm to remove worker isolation and attain group results.⁸

The desired end state of this decentralization is the following new organization of the Department of Education.⁹

1. The school system would operate with two management levels. One level would be a "school level" which would consist of the individual schools and area support centers. The existing seven administrative school districts would be reconfigured to nine educational service areas. The two additional service areas would be the result of adding a new West Hawaii Area and breaking the existing Honolulu Administrative School District into West Honolulu and East Honolulu Service Areas.

The second level would be a systemwide support level. This level would consist of the Board of Education, the Superintendent, Associate Superintendents, and divisions or offices for administrative services, human resources, information and telecommunication services, renewal and assessment of learning, and school-community relations.

2. Educational Service Areas would replace Administrative Districts. (i.e., the departmental school districts.)
3. Schools would be backed up by Support Centers. Examples of services offered by a School Support Center would be: (1) assistance to the teacher in developing lesson plans or instructional units; (2) providing resources and models available to teachers developing curriculum; (3) on-site resource assistance to the school; (4) using teachers and/or principals as members of project teams; (5) providing linkages to other support centers; (6) seminar or workshop assistance to school S/C-BM Council groups.
4. The school system would be unified and supported by a systemwide support organization. This support organization would provide those activities benefitting from a centralized organization such as: (1) payroll processing; (2) employee benefits administration; (3) issuing purchase orders; (4) provision of school maintenance services such as landscaping and lawn mowing; and (5) the development of telecommunication infrastructures for the schools.
5. Additional authority would be shifted to the school level. SCBM schools will have greater flexibility in determining how budgeted funds are used. As an example, funds budgeted for a position may be used instead to buy instructional equipment without clearance from a higher level.
6. Resources of the state and district level offices (of the DOE) would be re-assigned to the school level. About 1,563 educational officers (12-month), resource teachers, and classified personnel are presently assigned to state and district offices. About 60 percent, or 953, of these positions would be re-assigned to the nine school support centers and used as decided by the schools.
7. Teaming, networking, and collaboration would be operating norms in the public school system. This organizational framework seeks to move the school system to an organization that stresses teamwork, mutual support, commitment to student learning, and change. Innovation and risk taking are encouraged and supported.

As the Department of Education is reorganizing and decentralizing it is also being computerized. The Department's Office of Information and Telecommunication Services is

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coordinating the set-up of a computerized network for the statewide school system designed to facilitate the independence of the individual school.¹⁰

The program contains the following steps:

1. The Financial Management System operates from a central data bank and provides the school the opportunity to set-up and track its school accounts, as well as issuing school purchase orders. Eventually the system will be moved to the school, as on-site computing capability is implemented, and networked with all schools systemwide.
2. The School Information System computerizes all school files dealing with student records. This system is being implemented.
3. The Personnel Information System contains data files on all certificated personnel in the system, allowing the schools to identify resources available to it. This system is under development.
4. Eventually, all of the schools will be networked through a system of local area networks, with the systemwide offices and with each other. As this becomes operational an electronic mail system is being installed. The goal is to allow the school to be in control of all of its information and be able to access other data bases to support its on-site responsibilities.
5. Finally, a document management system will be installed which allows communications now handled through written memoranda, letters, and reports to be placed into an electronic server system and accessed by the addressee through the electronic mail system. The amount of paper handling that this feature has the potential of eliminating is attractive and may eventually lead to the "paperless office".

As of December 1992, Project Ke Au Hou has not been implemented. Presently, there are three Department of Education task forces each studying segments of the proposed decentralization. The three task forces; District, State, and Integration have completed a Mid-Point Conference in October of 1992. The State and District task forces are to be complete with their work by the end of 1992 with the Integration task force scheduled to be finished by April of 1993.

In summary, these events are shaping a school system that appears to be radically different than the one which exists today. The principal will be called upon to re-configure his management style to this new delivery system and at the same time expand those basic segments of the principal's knowledge of curriculum, instruction, and acknowledgement. It is clearly time for a redescription of the position of Principal and Vice-principal in Hawaii's public school system.

ENDNOTES

1. Paul Berman and others, The Hawaii Plan: Educational Excellence for the Pacific Era, Recommendations to the Hawaii Business Round Table (Berkeley, BW Associates: 1988).
2. Memorandum from Debi Hartmann, Vice-Chairperson, Student Affairs Committee, Board of Education, State of Hawaii, to William A. K. Walters, November 13, 1992.
3. Haw. Sess. Law 1991, Act 232.
4. Hawaii, Department of Education, Project Ke Au Hou, Restructuring the Public School System for Our Children's Future, A Draft Report for Public Discussion (Honolulu: December 1991), p. 1.
5. Dr. Moss Ikeda, The School-Community Interface, A Practitioner's Approach to Launching School/Community-Based Management (Honolulu: Hawaii Leadership Academy, Department of Education, Spring 1992) (Monograph), p. 3.
6. Ibid., p. 15.
7. Interview with Arthur Kaneshiro, Director, School/Community-Based Management, Department of Education, State of Hawaii, December 16, 1992.
8. Restructuring the Public School System, p. 6.
9. Ibid., p. 8.
10. Interview with Dr. Philip Bossert, Assistant Superintendent, Department of Education, State of Hawaii, November 6, 1992.

Chapter 9

OVERVIEW AND REVIEW OF ISSUES

Survey Questionnaire

Beginning in the summer of 1992, a survey questionnaire was sent to all school level educational officers (see Appendix B). The recipients were asked to answer 39 questions covering: current position; length of service; reactions to situations dealing with the school system; and the respondents written suggestions for betterment of the system.¹ Of the 491 surveys mailed out, 261 surveys were returned completed for a 53 percent response. A summary of the demographics of the respondents is discussed below (see also Appendix C).

Sixty percent of the respondents were principals and forty percent were vice-principals. The majority of the responding principals were from K-6 grade level schools (sixty percent). Vice-principal respondents came from two significant sources: grade levels K-6 (forty-four percent) and 9-12 (twenty-six percent). A majority of the principals responding had been educational officers for five to ten years (sixty-four percent). A majority of the vice-principal respondents had been educational officers less than five years (eighty-six percent). The median time spent as a teacher before becoming an educational officer was 17 years for the principals and 15 years for the vice-principals.

Two of the questions called for an opinion to be expressed in "essay" form. The first essay question (#29) asked the respondent to list the task items that should be under the direct control of the principal and a list of those items that should be under the direct control of a subordinate with general oversight provided by the principal. The responses to these questions provide a view of the way that the school level educational officers prioritized their efforts and, to a certain extent, view their jobs. These responses are discussed at a later point. The last question of the survey (#39) asked the respondent to take a moment and share additional comments that might assist the study. Of the 261 returned surveys all but 36 responded to question 39, a response rate of eighty-six percent. A sampling of the comments received are listed below with multiple responses on the same subject represented in one instance.

- Educational officers are not appreciated
- Principals are not consulted by district and state offices before new initiatives are implemented
- More support personnel are needed in the schools
- A position of business manager is needed to handle the day to day fiscal operations of the school
- A pay adjustment should be made for continuous service at one school

OVERVIEW AND REVIEW OF ISSUES

- More resources needed at the school with less bureaucracy
- Formalize the sabbatical procedure for educational officers
- Remove politics from education (i.e. district office, state office, department of education, school system)
- Teachers are paid more than vice-principals (principals) at certain schools
- A new pay scale is called for
- All schools should have a vice-principal regardless of enrollment
- All schools should have a basic foundation staff, regardless of enrollment, to consist of: principal; vice-principal; SASA clerk; counsellor; and librarian (other respondents added maintenance and security)
- Recognition of a career as vice-principal

The essay comments coupled with the multiple choice responses to questions on the rest of the questionnaire begin to give dimension to some of the concerns being experienced by the school level educational officers. A picture of the school level educational officer that is presented time after time is one of a job that is never done, and that job whose original purpose was the leadership for the instruction of the student has now become a job where time is consumed by responses to the procedures of the system. The principal and vice-principal in Hawaii's public school system are essentially teachers who have spent a significant amount of time in the classroom and who have opted for school administration to further advance the instruction of the students.

First, an accurate recognition of the position of school level educational officer as it exists today is needed. Once that is done, choices may be made as to the future direction of school administration in Hawaii's public school system.

Issues

1. The Job of Principal has Changed

A primary task of the position of principal is to provide leadership in the delivery of instruction and curriculum in the school as well as to be the advocate for the teacher and the student in arenas where that is necessary. The range of the principal's responsibilities has broadened significantly as well as increased in complexity. Required responses to the school system have also greatly increased (one elementary school principal documents over 1,300 responses required during a single semester; to inquiries, memoranda, surveys and requests for compliance).

SALARY AND BENEFITS OF PUBLIC SCHOOL PRINCIPALS AND VICE-PRINCIPALS

Implementing, tracking and complying with federal programs in the school adds time. Facilities management, lunch supervision, transportation, security, maintenance, custodial, and extra-curricular student activities take even more time. In addition, attention must be given to school records, financial accounts, and supervision of classified (non-teacher staff). Student discipline with all of the attendant forms and observance of the rights of the parties involved additionally consumes time. Finally, communication with parents and the community at large about student affairs and school matters is also time consuming. The result is that although the mission of instructional leader has remained the same, the distractions of the system, i.e. the additional "duties", are beginning to make the achievement of that mission exceedingly difficult. Many respondents to the survey characterize the principal's job as "crisis management".

Question #13 of the survey asks "Aside from extra-curricular activities, do you find it necessary to work over 50 hours a week in order to complete your job?" Ninety-eight percent of the principals responded "yes" with vice-principals responding "yes" ninety-nine percent of the time.

When asked if the DOE position description of the job of school level educational officer differed significantly from the actual practice of the job, principals agreed or strongly agreed eighty-four percent of the time, and vice-principals agreed seventy-eight percent of the time.²

An indication, perhaps, of the extent of the time distractions on the job of principal were the responses to the statement postulating that a major element in time allocation in a principal's week should be for curriculum development and instructor support. Only sixty percent of the principals agreed with the statement and barely forty percent of the vice-principals agreed.³ Further substantiation of the distractions might be implied with the responses to the statement: "In the proposed restructuring of Hawaii's public schools the duties of the principal and vice-principal positions should be left as they are now."⁴ Sixty-eight percent of the principals disagreed with the statement and sixty-five percent of the vice-principals disagreed.

One of the respondents to the survey included a typical time breakdown for the principals week. It is included here as an example of one person's schedule (although it is impossible to ascertain how "typical" this person is).

<u>Activity</u>	<u>Hours Per Week</u>
Supervision of curriculum and instruction	10-15
Review and route mail	8-10
Intra-school communication and parent communications	3-5
Student supervision (lunch, recess)	15-18
Facilities, repair and maintenance	5-10
Supervising classified staff	2-8
Student and parent concerns (health, discipline, etc.)	4-8
Totals	47-74

OVERVIEW AND REVIEW OF ISSUES

The respondent, who appears to be a principal of an elementary school with twenty years teaching experience and less than five years as school administrator, stresses that this is a partial list.

Question #29 of the survey suggests that it might be wise to re-define the responsibilities of the principal as being directly responsible for some tasks and retaining general oversight of other tasks. Respondents were asked to list tasks under the two headings, "specific responsibility" and "general oversight". It was hoped that the responses would provide an insight into some of the priorities being thought of, or used, in the schools today. Of the 261 surveys returned completed, fifty-four respondents did not answer this question, or answered the question in such a manner so as to be unusable. The rankings below were obtained by noting the frequency that each of the tasks or task areas was mentioned in the responses to the question.

Principals: Specific Responsibility

<u>Item</u>	<u>Frequency</u>
Curriculum leadership/instructional support	172
Teacher evaluation/cert. staff development	128
Budget	95
Personnel matters	93
Community relations/SCBM	67
Student achievement/affairs	42
School improvement plan	38
Student discipline	22
Master schedule	10

Principals: General Oversight

<u>Item</u>	<u>Frequency</u>
Repair and maintenance/facility management	155
School business operations (fiscal, records, etc.)	66
Planning/budgeting/CIP	46
Classified staff administration	38
Security/custodial	30
Bus/lunch/JPO	26
Student discipline	25
Coordination with outside agencies	22
Student extra-curricular activities	18
Public relations	13
Curriculum development	10

From the above responses it seems that the respondents seek to retain direct control over what has always been the core of the profession--instruction, curriculum, school budgets, personnel matters, student achievement and community relations. Tasks to be "done by others" with general oversight by the principal are in the broad area of facility management

and repair and maintenance as well as the day-to-day operation supervision of the school and the administration of support staff.

In summary, it appears that the pressures on the position of public school administrator in Hawaii's school system have increased to a point where resistance is being expressed. Essay responses indicate references to "burn out" and a distinct dissatisfaction with the support being extended to school administrators by the Department of Education. The majority of the principals and vice-principals responding to the survey indicated no desire to change school administrator positions to a twelve-month employee status.⁵ Written addenda to this question indicates the need to use the summer months to reconnect with family and self. A suggested working hypothesis is that the job of principal has changed, expanded, and become more complex, and that a new definition and a re-allocation of resources is needed to restore the balance to the principalship.

2. The Career Track of the School Level Educational Officer

The existing career track of the educational officer is to remain in the classroom as a teacher until good progress through the teacher's salary schedule has been obtained;⁶ then apply and go into school administration.⁷ For most, the track leads through the levels of vice-principal and on to the principalship. Average time in the vice-principal position is three years in neighbor island schools and five years in Oahu schools.⁸ Once a principal, the choices narrow to those of: (1) attempting to gain admission to the Principal IV through VI ranks by being lucky enough to break through the "bulge"; (2) moving on to twelve-month educational officer positions at the state and district level within the department of education; (3) staying in place and awaiting attrition or migration to open up new higher level positions; or (4) leaving the educational officer track completely.

The "bulge" in the position chart of the public school principal career track was noted in Chapter 5. The "bulge" referred to arises from the fact that eighty-seven percent of the principal positions in Hawaii's public schools are classified Principal III or below.

Two questions from the survey are appropriate to consider at this juncture. Question #7 states "my present intention is to continue as an educational officer until I am eligible for retirement from the system." Ninety-three percent of the principals and ninety percent of the vice-principals responded "yes" to this question. Question #8 asks "I would consider accepting a DOE staff position outside the school at either the district or state level." Seventy four percent of the principals and eighty-five percent of the vice-principals answered "yes". From these two responses, it appears that the portion of the educational officer cadre who responded to the survey is committed to the career track.

The Office of Personnel Services of the Department of Education, in concert with the HGEA, is in the process of advancing a new level on the principal career track, Principal VII.⁹ The net effect of this strategy will be to raise all school level educational officers' salaries one notch.

OVERVIEW AND REVIEW OF ISSUES

The rate of attrition within the ranks of school level administrators has not been charted by the Department of Education. An informal and private study of this matter was done by Richard Sagawa, presently administrator of the Hawaii School Leadership Academy--DOE, as an attempt to get a definitive handle on the "flow" of the educational officer career track and, thus, attempt to tailor the size of educational officer candidate training classes.

His findings, taken from the computerized records of the Office of Personnel Services, revealed that as of 1990, 132 educational officers were 55 years of age or older. Annual projections of educational officers attaining age 55 were extended until the year 2017. Educational officers may be eligible and may elect to retire from the system at age 55. There is no "mandatory retirement age" in the state school system, so there is no finite method of forecasting when, in fact, any one individual might choose to retire. Personnel planning is, at best, difficult under these circumstances.

The Office of Personnel Services of the Department of Education provided recent information on a migration within the educational officer's career track by noting that in 1990 there were nine school level educational officers who moved from schools to state or district level jobs with the DOE. In 1991 that number increased to 11. And, in 1992 there were 18 educational officer transfers from school level positions to district or state level positions (see Graph 1 on page 33). No information is available as to where these migrants originated, what classification they held or where in the system they were transferred to.

An ancillary aspect to the migration of educational officers out of the schools and the attendant potential for a down-the-road shortfall in this area, is the fact that: at present there are 40 vice-principal positions that are being filled by temporary appointments (non-educational officers) as provided for in Article 10 of the educational officers' bargaining unit contract.¹⁰ This indicates an apparent shortfall of qualified educational officer applicants for existing school level administration positions right now.

In conclusion, the forces of the restructuring of the school system will have great impact upon the educational officer cadre. There is no way at present to predict what those impacts might be. There is, however, an opportunity to prepare the basis for orderly change when, and if, it appears. In addition to the redefinition of the educational officer position and the re-allocation of school resources mentioned earlier, basic data should now be gathered and made available for analysis. Actual numbers of educational officers transferring out of the school should be compiled each year along with destination and classification data; actual numbers of educational officers retiring from the system should be made readily available; and actual numbers of educational officers leaving the cadre--either as a return to the classroom or to seek employment in other fields--should be compiled. In short, an accurate and up-to-date demographic profile of the educational officer cadre should be developed and maintained for planning purposes.

The question of salary, career track and trade union work rules are inextricably intertwined and, as such, should be viewed as a whole. It is quite possible that the SCBM councils will not be able to resolve these and other questions acting alone, and the discussions may turn into confrontations. Transition from the known to a new system is always difficult and this transition may be further impacted by long-term bureaucratic territoriality, built-in frustration arising out of the attempt to make an unwieldy system work and finally, long held expectations assumed by dependence upon union representation to make things turn out right.

3. Salaries

One survey question asked respondents to agree or disagree with the statement: "I feel that the present compensation structure for principals and vice-principals does not adequately compensate one for the work performed." Ninety-five percent of the principals and ninety-six percent of the vice-principals agreed.¹¹ Another statement: "A principal should as a rule receive a salary that is higher than that of the highest paid teacher in the school" found principals in agreement ninety-two percent of the time and vice-principals ninety percent of the time.¹² Presently, it is not unusual to have school level educational officers receiving less salary than senior teachers at the same school.

Hawaii's public school system today is the outgrowth of years of centralized instruction and administration. The guidelines of the compensation system used by the Department of Education reflect a striving for an equal and fair system. In Hawaii's educational officer salary schedule the position receives the classification, not the individual in it. In a changing and increasingly mobile society there is bound to be conflict with such an approach. The educational officer compensation system offers no recognition to individual effort in terms of advanced degrees, outstanding performance or acceptance of "hard to fill" positions. The educational officer salary schedule is still tied to that of the teachers by the simple device that, in order to be considered as an educational officer candidate, one must be a certificated Department of Education employee. A certificated employee is one who has met all of the requirements to be a teacher in the State of Hawaii. Upon acceptance into the educational officer candidate program one receives an eight percent raise from their previous salary on the teacher's schedule. Most jurisdictions in the United States have long since discontinued the practice of indexing teacher and school administrators salaries for reasons which the school system in Hawaii demonstrates everyday.¹³

Referring to the conversation concerning classification and the "bulge" chart in Chapter 5, the following example can be constructed. Assuming that the position, or "bulge" chart, reflects reality and taking that information and applying it to the classification and salary schedule the following picture emerges. Eighty seven percent of the principals in the public school system in the State of Hawaii earn between \$41,898 and \$63,714 per year for their work.

OVERVIEW AND REVIEW OF ISSUES

There have been a number of approaches initiated in other U.S. jurisdictions to expanding a classification system based solely upon longevity and school size factors such as Hawaii's public school educational officer salary system. Some of the methods in use elsewhere include: (1) knowledge-based pay where advanced degrees and professional development credits are recognized; (2) variable pay, or incentive plans, where measurable rises in productivity are reflected in increased salary; and (3) two-tier pay plans where new employees doing the same work are paid less than employees with more experience on the job.¹⁴

An excerpt from the International City Managers Association Practical Management Series may describe the tone of Hawaii's existing classification and compensation system for educational officers.

Current approaches to pay: Employers have become increasingly concerned about the way they administer pay. Traditionally, pay is established by marketplace surveys of salaries for specific jobs or by negotiations with unions. Traditional pay systems focus on movement up the salary grade ladder rather than on improved performance. They may reward managers for building empires rather than cutting and controlling costs, and they may not be conducive to creating an entrepreneurial spirit in an organization. Changing employee expectations and the need to control costs are forcing employers to reexamine the structure of existing pay systems in terms of fairness, productivity and cost.¹⁵

A survey question asked: "Presently the DOE compensation levels for Educational Officers consist essentially of two elements: type of school and length of service. Would you agree that additional indices should be applied to develop salary level?" Eighty-seven percent of the principals and eighty-nine percent of the vice-principals agreed with that statement.¹⁶ Another question in the survey dealt with acknowledgment of advanced degrees acquired at the time of candidacy for educational officer. Seventy-five percent of the principals and seventy-seven percent of the vice-principals agreed that additional compensation should be awarded as acknowledgment of advanced educational degrees in the educational officer salary schedule.¹⁷ Further, principals and vice-principals responded in agreement over eighty-five percent of the proposition that professional development credits earned by educational officers should result in the adjustments in compensation.¹⁸ An incentive pay increase for those educational officers willing to take on "hard to fill" schools received agreement from seventy-eight percent of the principals responding and eighty-five percent agreement from the vice-principals.¹⁹ A less enthusiastic response to a question concerning additional compensation for superior results at a school, or "merit pay" had the principals agreeing at the rate of forty-four percent and the vice-principals agreeing at the same rate.²⁰ A suggestion from the essay portion of the survey was to allow the principals to select their own "administrative team" to put in place in "hard to fill" schools.

Of ancillary application and interest at this point were the responses to the survey question which asks: "Educational officers should have their own union separate and distinct from HGEA". Both the principals' and vice-principals' responses split almost evenly between agree and do not agree/don't know.²¹ Much attention and enlightened leadership will need to be paid eventually to the relationship of the union and the educational officer cadre with the SCBM councils. The ability of the "new" school councils to pick and choose their staffs may potentially run aground on Article 10 of the Unit 06 (educational officers) collective bargaining contract.

In conclusion, a new approach needs to be developed with respect to the classification and compensation system used to establish salary levels for educational officers. Additionally, the previously discussed factors of new position descriptions for educational officers and new ways of allocating resources to the schools will come into play. A new compensation system may allow younger teachers to enter the educational officer cadre by lessening the present system's dependence upon length of service as a primary determining factor of compensation level.

4. The Training

A new method of preparing educational officers for service in Hawaii's schools is in its third year of operation. Reflecting the need for such a new approach are the responses to question #14 of the survey: Sixty-nine percent of the principals and seventy-one percent of the vice-principals responded no to the question "Do you feel that you were adequately prepared by DOE's training program for the purely administrative duties of your position such as accounting, budget planning and personnel management?"

The new approach to preparing candidates for school administration appears to be well suited to the recent moves to decentralize the public school system. The training program stresses flexibility and innovation, attributes not otherwise likely to be emphasized in a highly centralized public school system such as the one now being dismantled in Hawaii. And for the first time, the Hawaii School Leadership Academy will offer the opportunity for a continuing professional development curriculum for educational officers.

Should the idea of increased pay increments for professional improvement training credits be adopted, the Hawaii School Leadership Academy will be available to provide the training. The present system of professional improvement training originates mainly from the district superintendent's office and is heir to all of the competing distractions that face the person in that position. The opportunity to place this important element in a discreet and somewhat detached branch of the educational system should be supported and nurtured.

Professional improvement leaves are available to educational officers and there appears to be no established program in place that schedules this opportunity. The professional improvement leave is granted with the concurrence of the district superintendent

upon the request of the educational officer and appears to be contingent upon many factors, not the least of which is replacement staff for the person requesting the leave. A suggestion that came from the essay responses in the survey was to grant the educational officer professional improvement leave every five years with the understanding that, upon completion of the sabbatical, the officer would return to the same school for a set period of time.

Another suggestion from the survey was to have the Hawaii School Leadership Academy be responsible for the evaluation and rating of each educational officer's performance. Presently, the educational officer is evaluated by the district superintendent of the district where the educational officer works. The idea of new approaches to pay systems discussed earlier in this chapter will depend in great part on an accurate and unbiased professional evaluation system for the educational officers. The opportunity to place this important rating function in a specific area outside of the day to day arena of school operations should be supported.

As the educational officer cadre balances out against the unfilled positions, it will be possible to consider a system of "substitute" educational officers. This part of the cadre will serve as backup to school level educational officers attending professional improvement training or on professional improvement leave. Should the Hawaii School Leadership Academy progress to the point where on-staff "trainers" are required, the substitute educational officer function would be ideal for providing the "trainers" with refreshers at the school level. In any event, the standard for "substitute" educational officers should be held to a higher level than for the rest of the educational officer cadre.

5. Decentralization and Restructuring

The initial impact of the conversion to school site-based management will mean a dramatic increase on the demands of the time of the principal and vice-principals. The principal is to be the coordinator and facilitator of the school council made up of teachers, classified school staff, students, parents, and members of the community, all charged with the structuring of the "new" school. The council is responsible for the creation and actualization of the "proposal to implement" for their school.

Decentralization brings the focus of the educational system down to the school and intends that the school level educational officer will be at the apex of the educational officer career track. This new focus, welcomed by many, is a complete departure from the historic career track for educational officers. Decentralization will represent a time of great hope and tremendous uncertainty for the educational officer cadre. Restructuring of the Department of Education will complete the dismantling of the present career track for educational officers. A new hierarchy of pay and position will need to be created and become custom. Details of this new educational officer career track construct should be a portion of any planning for the new educational system. Old and established union relationships will need to be addressed early and continuously for success in the evolution of the new system.

6. Other Considerations

The implementation of the restructuring of school operations is called for. This has been referred to as resource allocation in other parts of this chapter. It can be seen that the present system of requiring the principal to be directly responsible for the daily operation of a complex public school may result in there never being enough time to do any part of the principal's job completely.

Two areas of short-run improvement appear: (1) the DOE is implementing a pilot program within each school district that would place a business manager within one school in each of the seven administrative school districts;²² and (2) plans for computerization of student and staff records coupled with the financial management framework--partially in place--and the projected electronic mail system provide hope for the eventual modernization of school operations. The analysis of school operations and the creation of a management plan to address those operations is a final important piece of the solution matrix for the State's public schools.

By now it is apparent that discrete and specific initiatives serving a special interest group or perceived problem are not the answer to the problems facing Hawaii's public schools. All of the problems mentioned in this report: compensation; career track; training and evaluation; school operations; and union jurisdiction are integral pieces of a larger puzzle. To attack one piece and claim success is short-sighted and self-defeating. The problems addressed in this report are intertwined and, as such, need to be considered holistically if any hope of overall eventual success is to be realized.

ENDNOTES

1. Hawaii, Legislative Reference Bureau, Survey of Compensation and Benefits for Principals and Vice-Principals, September 30, 1993.
2. Ibid., question #10.
3. Ibid., question #21.
4. Ibid., question #28.
5. Ibid., question #12.
6. A median time of 15 years in the classroom as shown on the survey and confirmed by the Office of Personnel Services of the DOE.
7. This time in the classroom may increase with the addition of the Teacher IV classification and, perhaps with the addition of a new class of "Master Teacher".
8. Interview with Don Nugent, Assistant Superintendent, State Department of Education, November 16, 1992.

OVERVIEW AND REVIEW OF ISSUES

9. Ibid.
10. Interview with Richard Sagawa, Director, Hawaii School Leadership Academy, Department of Education, December 16, 1992.
11. Survey, question #9.
12. Ibid., question #11.
13. Educational Research Service. Methods of Scheduling Salaries for Principals, 4th Edition, Virginia, 1991, p. vi.
14. International City Managers Association. Pay and Benefits: New Ideas for Local Governments, Practical Management Series (Washington, D.C.: 1988), p. 16.
15. Ibid., p. 10.
16. Survey, question #17.
17. Ibid., question #18.
18. Ibid., question #19.
19. Ibid., question #36.
20. Ibid., question #37.
21. Ibid., question #35.
22. Hawaii, "A Report to the 1993 Legislature by the Department of Education Regarding School Business Manager Program," 1992.

PART V

Study Recommendations

Chapter 10

FINDINGS AND RECOMMENDATIONS

Findings

The Bureau finds that:

1. The position of public school principal has become increasingly complex with the escalation of duties in areas of support personnel management, school fiscal and physical plant operation, response to increased requirements of the overall school system and growing requirements of coordination with parents and the school community.

2. The move toward site-based school management and the intended decentralization of the Department of Education places increased demands and responsibility on the positions of public school principal and vice-principal-initially through the coordination and facilitation of the enabling initiative proposal, and secondly through the added tasks and responsibilities brought about by the move to site-based school management.

3. Foreseeable potential conflicts between the present union contract-based public school principal and vice-principal positions and the stated desire for autonomy in the staffing and operation of the individual schools under site-based school management will add to the confusion surrounding the positions of school administrators.

4. The present school-level educational officer compensation schedule appears to favor movement from classification to classification within the schedule to reap the greatest economic reward for the individual, to the detriment of long-term affiliation with any one school.

5. The present school-level educational officer compensation system does not reward individual efforts for professional improvement nor does it recognize advanced degrees held upon entering the system.

6. The continuing short-fall of certified school-level educational officers makes individual efforts toward professional improvement extremely difficult where qualified "substitutes" are necessary.

7. The present school-level educational officer cadre relies heavily upon the ranks of classroom teachers for school administration candidates. The school-level educational officer compensation schedule is indexed to the classroom teachers' salary schedule.

8. Existing requirements for admission to the school-level educational officer cadre precludes applicants from areas other than the classroom.

9. The career track of the school-level educational officer is proposed to undergo radical re-orientation by making the school principal the highest paid position in the educational officer cadre. Classical pathways through the career of school-level educational officers will need to be redefined to ensure that the broad base of total school system experience becomes part of the principal's vernacular.

10. The various segments of personnel planning, such as: (1) demographics of migration of school-level educational officers to state and district level positions; (2) projected retirement schedules for educational officers; (3) number of non-educational officers holding temporary school-level educational officer positions; (4) number of potential candidates awaiting educational officer training; and (5) number of candidates undergoing training for school-level educational officer positions are not easily available within the DOE.

The transition period from centralized school system to site-based school management will be a long one. Careful and continuous planning for personnel requirements will be a necessity especially in light of the complete reconfiguration of the school-level educational officers career track.

11. There does not appear to be a formalized system for school-level educational officers to acquire professional improvement leaves. This may be the result of a short-fall within the school-level educational officer cadre which precludes extended absences from the school.

12. The Hawaii School Leadership Academy is now training approximately forty school-level educational officer candidates per cycle which is sixty percent of its present optimum capacity. This program can become an important part of the "new" school system and can function as candidate trainer, professional improvement resource, and school-level educational officer performance evaluation center. The academy at full operation is additionally capable of developing a trainer cadre which will be able to provide substitutes for school-level educational officers participating in professional improvement seminars or courses.

13. The decentralization of the present Department of Education is being assisted by the recommendations of several task force groups made up of a majority of DOE employees. The individual schools are being restructured with input basically from employees of the school system. There does not appear to be provisions for information from a technically knowledgeable source completely detached from the operation of the local public school system.

Recommendations

The Bureau recommends that:

1. An outside professional management consultant be retained by the DOE to study the operations and workings of the public schools, at least to the extent of the school level administration. The product of the consultant's work would be a recommended management system, complete with job descriptions for the school administration unit. Each class of school (i.e., elementary, intermediate, high school, and other classes recognized by the DOE), should be part of the study. The consultant would consider all initiatives presently proposed for the support of school operations such as computerization of the schools and the school business manager proposal. The work of the management consultant should focus on: (1) the operation of the school as it now is; (2) the effect of the proposed initiatives on school operations; (3) the effect of site-based management on school operations; (4) support activities required for the schools' operation with recommendations for a support delivery system; and (5) recommendations for a management system for the public school unit.

2. A new position description be developed for the public school principal and vice-principal reflecting the management system adopted for the public school.

3. A new salary schedule for school-level educational officers should be developed upon adoption of the school management program. This new salary schedule should be the result of several factors: (1) school-level educational officer's salary that is free-standing and not indexed to the teachers' salary schedule; (2) recognition, through classification, of advanced degrees held upon induction into the educational officer cadre; (3) recognition of professional improvement activities by the individual; (4) additional classification factors reflecting "hard to fill" positions with resultant salary level adjustment; and (5) assuming stability is valued by the Department, incentive for educational officers to remain affiliated with a particular school.

4. The DOE investigate and develop an integrated school-level educational officer training program that is coordinated with:

- (a) A personnel management plan;
- (b) Regularly scheduled performance evaluations of school-level educational officers;
- (c) A concerted program of school-level educational officer professional improvement seminars, workshops and courses requiring extended leaves from school positions. The training program should be conducted by the Hawaii School Leadership Academy with support extended to the appropriate expansion of the Academy.

5. The DOE should seriously consider changing the qualification requirements for school-level educational officers to delete the requirement of a teaching certificate and, instead accept persons holding degrees and qualifications in management. Presently, a successful chief executive officer of a multinational corporation who does not have a teaching certificate would be deemed qualified to be appointed Superintendent of Education, but not as a school-level educational officer. It would appear that the qualities that made this person a successful corporate administrator are at least as relevant to a career as a school administrator as prior teaching experience.

HOUSE OF REPRESENTATIVES
SIXTEENTH LEGISLATURE, 1992
STATE OF HAWAII

H.R. NO. 212
H.D. 1

HOUSE RESOLUTION

REQUESTING THE LEGISLATIVE REFERENCE BUREAU TO CONDUCT A STUDY ON
THE SALARY AND BENEFITS PACKAGE OF PUBLIC SCHOOL PRINCIPALS
AND VICE PRINCIPALS.

WHEREAS, as part of efforts to better Hawaii's public school system to prepare students to meet the needs and challenges of a continually changing and dynamic society--policymakers, educators, community leaders, and the public at-large must cooperatively look for ways to improve the quality and effectiveness of education in the State; and

WHEREAS, the focus on educational reform centers on several critical and all-encompassing issues, such as governance, accountability, restructuring, and administration of Hawaii's public schools; and

WHEREAS, not only have governance and administrative issues regarding public education surfaced, but resource, service, and staffing issues have emerged as well, including those entities and individuals who wield weighty and long-lasting influence over the educational experience of students; and

WHEREAS, if public education is to improve, then no individual nor can any facet of education be immune from the efforts, plans, and changes underway to create an effective and conducive learning environment; and

WHEREAS, not only have teachers undergone public scrutiny and extensive public discussion regarding their role, expertise, and qualifications, but so have principals and other school administrators; and

WHEREAS, to a overwhelming degree "good schools" are characterized by the effective, dynamic, and reliable leadership of the school principal, who sets the tone and atmosphere for learning and excellence for both faculty and students; and

WHEREAS, if efforts to decentralize educational decision-making are to succeed and if school/community-based management (SCBM) is to enhance efforts to create an effective learning environment, then those individuals who are largely responsible for the day-to-day administration and operation of Hawaii's

schools must be well-qualified and purpose-bound to carry out the immense responsibilities of serving as school principals and vice principals; and

WHEREAS, one of the cornerstones to improve public school education and to support an effective learning environment lies in the overall leadership and management of each school; and

WHEREAS, in the State of the State Address to the Sixteenth State Legislature on January 21, 1992, Governor John Waihee placed noteworthy emphasis on the vital role of Hawaii's school principals on public school education:

"I believe that the highest paid administrators in our system without the title of superintendent should be our school principals; likewise, teachers who enjoy teaching and do it well should be able to realize their full economic potential and still remain in the classroom";

and

WHEREAS, despite their immense responsibilities to manage and lead student populations of several hundred, and in some instances, several thousand, including school faculty and staff, principals and vice principals are paid less than Department of Education administrators; and

WHEREAS, due to the lack of an attractive salary and benefits package that is commensurate with the skills, responsibilities, and other professional requirements of principals, very often, principals and vice principals are leaving the schools because of more lucrative salary offers and other attractive economic incentives, and not for personal and professional reasons; and

WHEREAS, education, to a large degree, is a high intensity human resource and service "industry" that requires careful, prudent, and wise investment in "human capital" that will yield the best results and the highest returns to students; and

WHEREAS, increased salaries for principals and vice principals is seen as one way to retain and reward qualified and superior principals and vice principals; and

WHEREAS, therefore, the salary and other employment benefits of school principals and vice principals should be reexamined to attract qualified, able, and experienced applicants to fill these "principal" and "vice principal" positions; and

WHEREAS, another proposal to enhance the quality of public education is through the establishment of a merit pay system to recognize superior principals and vice principals and to serve as an incentive for increased productivity and effectiveness in the schools; and

WHEREAS, salary increases that are commensurate with the requirements and duties of a principal's and vice principal's position, as well as salaries that are on a financially competitive level with other professions would enhance and elevate competition among applicants interested in serving as school principals and vice principals; and

WHEREAS, attractive salaries would also reward and retain superior principals and vice principals to effectuate long-term, positive change within the schools; and

WHEREAS, to ensure that the best principals and vice principals are employed and retained, merit, seniority, work experience, educational experience, communication skills, and the character and personality of applicants applying for the positions of principal and vice principal are essential job qualifications; and

WHEREAS, school principals and vice principals, by virtue of their vital role and immense responsibilities within the school, as well as the influence that they wield on the academic and professional climate and standards of schools, should also be equipped with the essential skills and training to lead, administer, and operate the schools they represent; and

WHEREAS, moreover, principals and vice principals should possess abilities, qualities, and expertise necessary to ensure that students receive the highest quality of education that they deserve; and

WHEREAS, enacting prudent, well-thought, and effective change for the benefit and welfare of Hawaii's schools and students requires an openness on the part of the entire community to change and a willingness to do away with those obstacles that hinder and thwart educational success; now, therefore,

BE IT RESOLVED by the House of Representatives of the Sixteenth Legislature of the State of Hawaii, Regular Session of 1992, that the Legislative Reference Bureau is requested to conduct a study on the salary and benefits package of public school principals and vice principals; and

BE IT FURTHER RESOLVED that the study examine and take into consideration the following criteria before the salary levels of public school principals and vice principals are determined:

- (1) Reviewing implications of Article 10 of the Hawaii Government Employees Association bargaining contract, Unit 06, educational officers;
- (2) Compensating principals and vice principals for their years of service with the Department of Education, merit, credentials, the size and type of the school they represent, and job responsibilities to stimulate and encourage competition in the selection of principals for the various schools;
- (3) Developing and implementing a compensation and professional development package that would allow principals and vice principals to become professionals in the truest sense of the word, with considerable decision-making capabilities and leadership powers to lead the schools;
- (4) Reevaluating and updating the job description of principals and vice principals, in light of the expanded scope of work wrought by Project Ke Au Hou and SCBM;
- (5) Devising a fair, balanced, and equitable salary scale and pay levels for principals and vice principals;
- (6) Examining the placement, appointment, and hiring practices of principals and vice principals;
- (7) Looking at giving principals five-year contracts (or longer term contracts) so they can plan and implement short as well as long-term programs and policies for their schools; and
- (8) Examining the screening process and training that applicants for the positions of principal and vice principal must go through;

and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau develop a list of steps and a time frame to fully implement the salary and benefits package of principals and vice principals; and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau submit a report of its findings, recommendations, and activities undertaken pursuant to this measure to the Legislature at least twenty days before the convening of the Regular Session of 1993; and

BE IT FURTHER RESOLVED that a certified copy of this Resolution be transmitted to the Director of the Legislative Reference Bureau, the Superintendent of Education, the Chair of the Board of Education, and the Executive Director of the Hawaii Government Employees Association.

Appendix B
Principals - Vice-Principals Questionnaire

1. My present position is: (Circle one)
a. Public school principal b. Public school vice-principal
2. My school's grade level is: (Circle one)
a. K - 5 c. 6 - 8 e. 9 - 12
b. K - 6 d. 7 - 9 f. 10 - 12
3. I have met the requirements for the State of Hawaii Professional School Administrators Certificate. (Circle one)
a. Yes b. No
4. I expect to complete the requirements for the State of Hawaii Professional School Administrators Certificate. (Circle one)
a. Within 1 year c. Within 5 years
b. Within 2 years d. Do not plan to attempt qualification
5. I have been an educational officer for: (Circle one)
a. Less than two years
b. Less than five years
c. Less than ten years
6. Prior to becoming an educational officer, I was: (Circle one)
a. A teacher for _____ years
b. Other. Please specify _____
7. My present intention is to continue as an educational officer until I am eligible for retirement from the system. (Circle one)
a. Yes b. No
8. I would consider accepting a DOE staff position outside the school at either the district or state level. (Circle one)
a. Yes b. No
9. I feel that the present compensation structure for principals and vice-principals does not adequately compensate one for the work performed. (Circle one)
a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
10. Based on my experience, the DOE position description for public school principal and vice-principal (as appropriate) differs significantly from the actual practice of the job. (Circle one)
a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

11. A principal should as a rule receive a salary that is higher than that of the highest paid teacher in that school. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
12. Do you favor making the position that you now hold into a 12-month position? (Circle one)
- a. Yes b. No
- Why? _____
- _____
- _____
13. Aside from extra-curricular activities, do you find it necessary to work over 50 hours a week in order to complete your job? (Circle one)
- a. Yes b. No
14. Do you feel that you were adequately prepared by DOE's training program for the purely administrative duties of your position such as accounting, budget planning, and personnel management? (Circle one)
- a. Yes b. No
15. Would you attend additional professional development training in administration? (Circle one)
- a. Yes b. No
16. Professional development classes or trainings attended during nonworking hours should be supported with a stipend for the attendee. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
17. Presently the DOE compensation levels for Educational Officers consist essentially of two elements: type of school and length of service. Would you agree that additional indices should be applied to develop salary levels? (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
18. In order to expand the indices used to establish compensation levels for principals and vice-principals, an initial credit for educational level attained at time of entry to Educational Officer should be added. (Above and beyond the existing percentage advancement beyond present grade and step). (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

19. As principals and vice-principals earn professional development training units, adjustments in compensation should be made to reflect this extra individual effort. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
20. The benefits portion of the compensation package should be a "design-your-own" type where the individual selects the benefits from an agreed upon list and tailors it to her/his needs. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
21. A major element in time allocation in a principal's week should be curriculum development and instructor support. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
22. School operations and facilities maintenance should not be part of the principal's primary task. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
23. Each school should have a position called "business manager" who would be primarily responsible for school operations and who would report directly to the principal. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
24. All vice-principals should be placed into a formal training program in school administration in the shortest possible time, say within a year. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
25. Vice-principals should continue to be primarily trained by the particular principal and system where he/she is assigned. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
26. The district office should have the primary responsibility for curriculum development serving as a consultant to the individual school. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
27. Facilities planning, school repair and maintenance are functions best handled by a separate entity responsible only for these functions operating out of a district or school complex office. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
28. In the proposed restructuring of Hawaii's public schools the duties of the principal and vice-principal positions should be left as they are now. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

29. In the proposed restructuring of Hawaii's public schools it would be wise to re-define the responsibilities of the principal as being directly responsible for some tasks and retaining general oversight of other tasks. Notice that the accountability for the total school operation will still rest with the principal. List those items that you feel are specific responsibilities under that heading and those tasks to be the responsibility of others who report results to you under the heading of "general oversight".

Specific Responsibility	General Oversight
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

30. The index used to assign vice-principals and certified staff to a school based purely upon school population should be re-evaluated and, where appropriate, lowered. (Circle one)

a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

31. In assigning vice-principals and certified staff to an individual school a matrix of school population, grade level and say, amount of extra-curricular activities and clubs, should be factored into the evaluation and establishment of the threshold for these assignments. (Circle one)

a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

32. The same matrix as described above (Question 31) should become part of the evaluation undertaken to establish compensation levels for principals and vice-principals. (Circle one)

a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

33. What is the ultimate goal of your career ladder in education? (Circle one)

- a. Principalship of the largest high school in the State.
 b. Principalship of the largest lower education school in the State, other than a high school.
 c. Your present position, if other than a or b.
 d. Other (please specify) _____

34. The position of Educational Officer, or school administration, should be set-up as a career track separate and distinct from teaching. Time in the classroom as a teacher would remain as a basic requirement for this track and study towards administration (educational officer) could start immediately. (Circle one)

a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree

35. Educational officers should have their own union separate and distinct from HGEA. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
36. An incentive pay increment, in addition to the existing level and step, should be awarded to educational officers willing to take "hard to fill" positions. Examples of "hard to fill" situations would be positions at remote, busy or, unruly schools. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
37. Principals should be additionally compensated for superior results at their school. Superior results could be measured by improved student scores on standard rating exams, diminished incidents of school violence, misbehavior and so on. (Circle one)
- a. Strongly disagree b. Disagree c. Don't know d. Agree e. Strongly agree
38. Do you favor a 5-year contract at the same school for Principals. (This question is for Principals only) (Circle one)
- a. Yes b. No
39. Please take a moment and write any additional comments that you may have concerning the issues raised in the survey or any other items that you feel will benefit this effort. (Add additional sheets if necessary)

Thank you again for your time and effort. WHEN YOU ARE THROUGH PLEASE FOLD AND STAPLE THIS SURVEY WITH THE ADDRESS SIDE OUT AND RETURN TO YOUR POUCH MAIL SYSTEM FOR DELIVERY.

Appendix C

QUESTIONNAIRE RESPONSES

	<u>K-5</u>	<u>K-6</u>	<u>6-8</u>	<u>7-9</u>	<u>9-12</u>	<u>10-12</u>	<u>Adult Educ.</u>	
2.	My school's grade level is:							
	18.18	60.61	6.06	2.27	9.85	0.76	2.27	Principal
	6.59	40.66	16.48	2.20	30.77	0.00	3.30	Vice-principal
3.	I have met the requirements for the State of Hawaii Professional School Administrators Certificate.							
		<u>Yes</u>		<u>No</u>				
		100.00		0.00				Principal
		90.74		9.26				Vice-principal
4.	I expect to complete the requirements for the State of Hawaii Professional School Administrators Certificate.							
	<u>Within 1 year</u>	<u>Within 2 years</u>	<u>Within 5 years</u>	<u>Do not plan to attempt qualification</u>				
	72.73	9.09	9.09	9.09	Vice-Principal			
5.	I have been an educational officer for:							
	<u>Less than 2 years</u>	<u>Less than 5 years</u>	<u>Less than 10 years</u>	<u>More than 10 years</u>				
	2.54	21.19	64.41	11.86	Principal			
	33.96	52.83	12.26	0.94	Vice-principal			
6.	Prior to becoming an educational officer, I was a teacher for:							
	<u>Principal</u>	<u>Vice-principal</u>		<u>Principal</u>	<u>Vice-Principal</u>			
	2 years	0.73	1.06	16 years	9.49	4.26		
	4 years	0.73	0.00	17 years	5.11	7.45		
	5 years	4.38	4.26	18 years	9.49	6.38		
	6 years	4.38	4.26	19 years	3.65	2.13		
	7 years	3.65	4.26	20 years	2.92	11.70		
	8 years	6.57	3.19	21 years	0.00	5.32		
	9 years	4.38	0.00	22 years	0.73	5.32		
	10 years	7.30	4.26	23 years	1.46	5.32		
	11 years	6.57	0.00	24 years	0.73	4.26		
	12 years	5.11	8.51	25 years	0.00	2.13		
	13 years	2.92	3.19	26 years	0.73	2.13		
	14 years	4.38	2.13	29 years	0.73	0.00		
	15 years	13.87	6.38	30 years	0.00	2.13		

		<u>Yes</u>	<u>No</u>				
7.	My present intention is to continue as an educational officer until I am eligible for retirement from the system.	93.88 90.48	6.12 9.52	Principal Vice-principal			
8.	I would consider accepting a DOE staff position outside the school at either the district or state level.	74.00 85.05	26.00 14.95	Principal Vice-principal			
		<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Don't Know</u>	<u>Agree</u>	<u>Strongly Agree</u>	
9.	I feel that the present compensation structure for principals and vice-principals does not adequately compensate one for the work performed.	2.68 0.93	1.34 0.93	0.00 1.85	6.71 12.96	89.26 83.33	Principal Vice-principal
10.	Based on my experience, the DOE position description for public school principals and vice-principals (as appropriate) differs significantly from the actual practice of the job.	1.35 3.70	11.49 12.96	2.70 4.63	31.08 38.89	53.38 39.81	Principal Vice-principal
11.	A principal should as a rule receive a salary that is higher than that of the highest paid teacher in that school.	3.36 4.63	3.36 2.78	0.67 1.85	9.40 25.00	83.22 65.74	Principal Vice-principal
		<u>Yes</u>	<u>No</u>				
12.	Do you favor making the position that you now hold into a 12-month position.	43.97 38.00	56.03 62.00	Principal Vice-principal			
13.	Aside from extra-curricular activities, do you find it necessary to work over 50 hours a week in order to complete your job?	98.00 99.07	2.00 0.93	Principal Vice-principal			
14.	Do you feel that you were adequately prepared by DOE's training program for the purely administrative duties of your position such as accounting, budget planning, and personnel management?	30.20 27.36	69.80 71.70	Principal Vice-principal			
15.	Would you attend additional professional development training in administration?	96.64 96.26	3.36 3.74	Principal Vice-principal			

		<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Don't Know</u>	<u>Agree</u>	<u>Strongly Agree</u>	
16.	Professional development classes or trainings attended during nonworking hours should be supported with a stipend for the attendee.	3.42 3.77	3.42 6.60	4.79 5.66	31.51 30.19	56.85 53.77	Principal Vice-principal
17.	Presently the DOE compensation levels for Educational Officers consist essentially of two elements: type of school and length of service. Would you agree that additional indices should be applied to develop salary level?	4.05 3.74	2.70 1.87	5.41 4.67	20.95 23.36	66.89 66.36	Principal Vice-principal
18.	In order to expand the indices used to establish compensation levels for principals and vice-principals, an initial credit for educational level attained at time of entry to Educational Officer should be added. (Above and beyond the existing percentage advancement beyond present grade and step.)	4.11 3.81	8.22 6.67	12.33 12.38	28.08 29.52	47.26 47.62	Principal Vice-principal
19.	As principals and vice-principals earn professional development training units, adjustments in compensation should be made to reflect this extra individual effort.	2.68 3.70	6.04 5.56	4.70 0.93	34.23 28.70	52.35 61.11	Principal Vice-principal
20.	The benefits portion of the compensation package should be a "design-your-own" type where the individual selects the benefits from an agreed upon list and tailors it to her/his needs.	2.72 2.80	10.20 3.74	28.57 26.17	31.97 31.78	26.53 35.51	Principal Vice-principal
21.	A major element in time allocation in a principal's week should be curriculum development and instructor support.	19.05 16.98	27.21 28.30	8.84 10.38	23.81 20.75	21.09 23.58	Principal Vice-principal
22.	School operations and facilities maintenance should not be part of the principal's primary task.	8.67 6.54	27.33 27.10	3.33 0.93	30.67 34.58	30.00 30.84	Principal Vice-principal
23.	Each school should have a position called "business manager" who would be primarily responsible for school operations and who would report directly to the principal.	2.68 2.80	5.37 9.35	6.04 8.41	28.86 29.91	57.05 49.53	Principal Vice-principal

24.	All vice-principals should be placed into a formal training program in school administration in the shortest possible time, say within a year.	4.90	25.17	17.48	29.37	23.08	Principal
		3.74	17.76	21.50	39.25	17.76	Vice-principal
25.	Vice-principals should continue to be primarily trained by the particular principal and system where he/she is assigned.	4.05	25.68	8.78	43.92	17.57	Principal
		10.28	37.38	8.41	30.84	13.08	Vice-principal
26.	The district office should have the primary responsibility for curriculum development serving as a consultant to the individual school.	8.00	25.33	6.00	36.00	24.67	Principal
		11.21	29.91	4.67	36.45	17.76	Vice-principal
27.	Facilities planning, school repair and maintenance are functions best handled by a separate entity responsible only for these functions operating out of a district or school complex office.	8.05	17.45	2.68	31.54	40.27	Principal
		2.78	27.78	8.33	31.48	29.63	Vice-principal
28.	In the proposed restructuring of Hawaii's public schools the duties of the principal and vice-principal positions should be left as they are now.	18.92	50.00	8.11	14.86	8.11	Principal
		15.74	50.00	12.96	17.59	3.70	Vice-principal
30.	The index used to assign vice-principals and certified staff to a school based purely upon school population should be re-evaluated and, where appropriate, lowered.	0.67	2.01	1.34	21.48	74.50	Principal
		1.87	4.67	2.80	22.43	68.22	Vice-principal
31.	In assigning vice-principals and certified staff to an individual school a matrix of school population, grade level and say, amount of extra-curricular activities and clubs, should be factored into the evaluation and establishment of the threshold for these assignments.	2.70	9.46	6.08	33.78	47.97	Principal
		1.89	3.77	1.89	35.85	56.60	Vice-principal
32.	The same matrix as described above (Question 31) should become part of the evaluation undertaken to establish compensation levels for principals and vice-principals.	2.78	11.11	6.94	34.72	44.44	Principal
		3.74	4.67	4.67	33.64	53.27	Vice-principal

33. What is the ultimate goal of your career ladder in education?

	<u>Principals</u>	<u>Vice-principals</u>
(a) Principalship of the largest high school in the State.	3.55	5.71
(b) Principalship of the largest lower education school in the State, other than a high school	2.13	20.00
(c) Your present position, if other than a or b	41.13	14.71
(d) Other	53.19	47.55

	<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Don't Know</u>	<u>Agree</u>	<u>Strongly Agree</u>	
34. The position of Educational Officer, or school administration, should be set-up as a career track separate and distinct from teaching. Time in the classroom as a teacher would remain as a basic requirement for this track and study towards administration (educational officer) could start immediately.	5.41 16.82	13.51 16.82	15.54 14.95	38.51 39.25	27.03 12.15	Principal Vice-principal
35. Educational officers should have their own union separate and distinct from HGEA.	10.27 7.69	10.96 12.50	26.71 31.73	17.12 20.19	34.93 27.88	Principal Vice-principal
36. An incentive pay increment, in addition to the existing level and step, should be awarded to educational officers willing to take "hard to fill" positions. Examples of "hard to fill" situations would be positions at remote, busy or, unruly schools.	5.48 5.61	10.27 3.74	6.16 5.61	28.77 33.64	49.32 51.40	Principal Vice-principal
37. Principals should be additionally compensated for superior results at their school. Superior results could be measured by improved student scores on standard rating exams, diminished incidents of school violence, misbehavior and so on.	19.05 16.98	27.21 28.30	8.84 10.38	23.81 20.75	21.09 23.58	Principal Vice-principal
38. Do you favor a 5-year contract at the same school for principals?	<u>Yes</u> 37.67 50.00	<u>No</u> 62.33 50.00	Principal Vice-principal			

Appendix D

Individuals Interviewed

Mr. Henry Ariyoshi
Principal
Lahainaluna High
980 Lahainaluna Road
Lahaina, Maui 96761

Mr. Richard Asato
DP Specialist
Department of Education
P.O. Box 2360
Honolulu, Hawaii 96804

Dr. Philip Bossert
Assistant Superintendent
Department of Education
P.O. Box 2360
Honolulu, Hawaii 96804

Mr. Wallace Fujii
Principal
H.P. Baldwin High
1650 Kaahumanu Ave.
Wailuku, Hawaii 96793

Dr. Ichiro Fukumoto
Resident Scholar
Hawaii School Leadership
Academy
345 Puuhale Road
Honolulu, Hawaii 96819

Mr. Douglas Holt
Principal
Kihei School
250 East Lipoa
Kihei, Hawaii 96753

Mr. Arthur Kaneshiro
Director S/C-BM
Department of Education
P.O. Box 2360
Honolulu, Hawaii 96804

Honorable Bertha Kawakami
Representative, 14th District
State Capitol
Honolulu, Hawaii 96813

Mr. Clarence Lavarias
Education Specialist
189 Lunalilo Home Road
Honolulu, Hawaii 96825

Ms. Cecilia Lum
Principal
Koko Head School
189 Lunalilo Home Road
Honolulu, Hawaii 96825

Ms. Meredith Maeda
Personnel Specialist
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P.O. Box 2360
Honolulu, Hawaii 96804

Ms. Marian Muller
Principal
Lokelani Intermediate
250-A East Lipoa
Kihei, Hawaii 96753

Ms. Gael Mustapha
Director of Communications
Department of Education
P.O. Box 2360
Honolulu, Hawaii 96804

Ms. Marsha Nakamura
Vice-Principal
Lahaina Intermediate
871 Lahainaluna Road
Lahaina, Hawaii 96761

Mr. Donald Nugent
Assistant Superintendent
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Ms. Kathleen Rozmiarek
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Ms. Beverly Stanich
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Mr. Wendell Staszko
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P.O. Box 2360
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Ms. Carol Suda
Vice-Principal
Kihei School
250 East Lipoa Ave.
Kihei, Hawaii 96753

Mr. George Yamamoto
Principal
Farrington Community School
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Ms. Amy Yamashita
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Mr. Thomas Yamashita
Director
Project Ke Au Hou
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Ms. Beatrice Zane
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