AN IDENTIFICATION OF SUCCESS CRITERIA IN
EDUCATIONAL ADMINISTRATION

DISSERTATION

Presented in Partial Fulfillment of the Requirements
for the Degree Doctor of Philosophy in the
Graduate School of The Ohio State
University

By
WALTER CLAYTON GARLAND, B. A., A. M.
The Ohio State University
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Approved by:

[Signature]
Adviser
Department of Education
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CHAPTER I

INTRODUCTION OF THE PROBLEM

By the very nature of his position, the educational administrator is engaged in a form of public service. The administrator is therefore under the impact of a variety of forces which relate to the responsibilities of his official position. His efforts are thus evaluated by a multiplicity of persons and groups. By what standards is the effectiveness of educational administration to be judged?

I. THE MAJOR PROBLEM

Historical development. For over a century educational administration has been establishing itself as a profession and proving its worth to American schools. The first city superintendency of schools was established in Buffalo in 1837. Later in the same year, Louisville took similar action; however, it was not until the years between 1865 and 1900 that the school superintendency won public acceptance.


This developmental stage, according to Cubberley,\(^3\) was one of trial and error, conflict, discussion, and experimentation, with many courageous leaders achieving notable success in helping to gain public recognition and acceptance of the role of the specialized school administrative official.

The first quarter of the twentieth century encompassed the major movement on the part of the universities to develop rather well defined programs of professional preparation for these status officials in educational administration. The great increase in public school enrollment, the raising of age limits pertaining to compulsory school attendance legislation, the extension of educational programs, and the gradual expansion of educational services brought about a complexity of understandings and functions which demanded specialized preparation on the part of school officials.

Legal base had to be developed and established, structures of organization clarified, policies for the regulation of pupil and staff personnel formulated and approved, fiscal adequacy determined and secured, often against strong opposition from individuals or from other public agencies in the community.

The pattern of professional preparation which became generally established was devoted largely to a consideration of the problems and mechanics of specific aspects of school administration. The school officials could study university courses in an assortment of specialized areas: general school administration, secondary school administration, elementary school administration, supervision, school law, public school finance, business administration, personnel management, and school plant construction.

Professional preparation often included courses in such related matters as curriculum construction, philosophy of education, extra-curricular programs, guidance service, and public relations. The basic assumption implied that a good administrator was educated by being thoroughly informed on the best practices and the latest theories pertaining to the various aspects encompassed in the work of the schools. Until recently this traditional pattern of preparation through the studying of separate specialized courses has been relatively unquestioned; however, the present climate of thought with respect to this matter is changing.
Trends indicative of societal changes. The public schools are agencies of society, and American society is not static. As society undergoes pronounced development, so the public schools must modify and adjust. During the nineteen thirties the role of the school and the type of program to be supported came under severe scrutiny, often overt criticism, as various educators and social leaders sought to interpret the needs of society in a decade of socio-economic depression. It should be recalled that the schools had already been under criticism relative to the purported need for an implementation of a democratic philosophy of education.

The depression era has been followed by more than a decade of international disputing, world warfare, and national crises, both here and abroad. Such strong forces have resulted in a number of major changes in American society. The impact of such alterations has not by-passed the public schools. What do these developments mean in terms of effectiveness in current and future educational leadership? What are the implications with reference to the professional preparation of educational administrators?

Among recent developments, the following should be cited because of their import for various aspects of educational administration. First, the annual birthrate has greatly increased
in the past decade. In 1936 the total number of registered births in the United States was only 2,141,790. By 1941 registered births had risen to 2,513,427 for the year, an increase of nearly 400,000. Nine years later, the statistics indicated an increase in births of over one million as compared with the figures for 1941. Table I shows numerically the annual official birth statistics ending with the year 1950. Unofficial estimates have indicated that in 1952 a record number of registered births, slightly under four million, occurred.

The implications of this great increase in the number of children involve more than a need for more classroom units and more teachers. With the present condition of a mobile population, where will these children be located at the time of their entrance into the public school program? How can educational administrators get the facts upon which to base sound planning? In a society that is getting an increasing number of aged in its composition, how can educational administrators function to secure the necessary financial support by a public already hard-pressed through support of the total public services? These are problems new to many contemporary educational administrators.

Second, there has been a noticeable shift in the urbanization of American population. As a nation we are no longer rural. Particularly is this true if we understand the term to mean that
TABLE I

REGISTERED BIRTHS IN THE UNITED STATES

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<th>YEAR</th>
<th>TOTAL REGISTERED BIRTHS</th>
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<tr>
<td>1941</td>
<td>2,513,427</td>
<td>1947</td>
<td>3,699,940</td>
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<td>1942</td>
<td>2,808,996</td>
<td>1948</td>
<td>3,535,068</td>
</tr>
<tr>
<td>1943</td>
<td>2,934,860</td>
<td>1949</td>
<td>3,559,529</td>
</tr>
<tr>
<td>1944</td>
<td>2,794,800</td>
<td>1950</td>
<td>3,554,149</td>
</tr>
<tr>
<td>1945</td>
<td>2,735,456</td>
<td>1951*</td>
<td>3,758,000</td>
</tr>
<tr>
<td>1946</td>
<td>3,288,672</td>
<td>1952*</td>
<td>3,824,000</td>
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* Data are estimated.

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we are no longer under a predominately agricultural economy.

In a State as diverse as Ohio, over sixty per cent of the people live in municipalities. If suburban and village populations were added to that of Ohio cities, the total urban and semi-urban population would comprise an estimated majority of over seventy per cent of the entire population of the State of Ohio. This is a reverse of conditions two generations ago in Ohio.

Educational leaders must face these problems of growing population centers, and at the same time must help provide some leadership in effecting adequate school administrative units to serve those rural residents, some of whom live in areas where the population is declining.

The complexity of the situation is increased by the fact that not only are cities growing, but in many cases new ones are being established, and older ones are rapidly changing in character. This has been brought about in part by the location of defense industries, the decentralization of corporate business and industry, and the development of special government-owned, or sponsored, projects such as atomic energy plants. In many regions the school administrator dare not ignore the significance of a high rate of mobility in the population of the school district.
A third trend of significance to educators is the suburbanization movement. Because population has grown faster than the number of housing units, the past decade has brought a tremendous increase in the construction of new residences. As not sufficient space was available within municipalities, the newer housing developments have extended beyond the corporate limits. In many cities, the influx of people migrating from localities of low economic potential to places of greater economic activity has changed the sociological character of the community. This influx of new-comers makes the newer suburban communities seem more desirable on the part of the former city dwellers. Thus established suburbs have been growing rapidly, and the location of new housing developments has created new suburban areas.

These population shifts affect the nature of the school district and the severity of problems to be faced by the educational administrator. One need not reflect profoundly to understand that the improvement of a school program in a suburban community is quite different from that in an industrial and commercial area. The suburban community usually possesses less high valuation property, thus the burden of financing an outstanding educational program falls more directly upon the owners of residential property. On the other hand, these citizens may be more readily influenced to pay higher taxes for the kind of educational program desired. Other community differences could
be cited, but a comprehensive analysis is not essential at this point.

A fourth factor is the tendency to provide greater autonomy for school attendance units in the school system. It is understandable that urban, or even rural, communities are not as cohesive as in former times. What can the public schools do to help families become identified with the community in which they live? How can the schools function so that children and parents can feel a sense of belonging and attain an acceptable degree of status amidst the thousands of other residents? A more widespread acceptance of the community school concept is being observed in many school systems. The particular school and its program should be an important part of the life and work of the neighborhood which it serves. This trend is in opposition to the principle of uniformity which was formerly highly valued in educational administration.

Increased emphasis upon democratization is the fifth tendency to be noted. For a variety of reasons business, industry, and public service have become more sensitive and responsive to the thinking of their component elements. Newer concepts of human dynamics and the influence of group relationships have carried into school society. Democratic educational administration is today almost universally accepted in theory in the United States. What does this trend mean for school administrative organization,
for policy-making procedures, for instructional methods, for curricular development, and for the type and quality of human relations in the school community?

The changing and broadening role of the public school is the sixth tendency indicating a cultural change. Perhaps such a trend is inevitable in a complex society which is in a process of evolution.

The fact that an increasing number of mothers have been employed outside the home necessitates a re-examination of the role of the public school program. Shall the community be asked to support a more extensive pre-school program?

The acceptance of youth into adult status, aside from military service roles, is being largely deferred. It is assumed that all educable youth should have an opportunity to secure a secondary school education before launching into full employment. Technological applications in business and industry have generated a need for workers with a different orientation to society. If the pressures for defense production lessen, there are prospects that the amount of leisure time which will be available to individuals will be greatly increased. Trends such as these cannot be ignored in deciding upon the part public schools should play in modern society.
What kinds of educational programs and services are needed? Should public education be extended upwards? How extensive should the adult education program be? To what extent should schools be regarded as custodial agencies for the society they serve? To what degree ought schools to lead in social accommodation or reconstruction?

Listed as a seventh trend of import to education is the fact that greater consideration is being given to the research findings in the field of human growth and development. A clearer understanding of the principles governing human growth and the direction of adjustment has many implications for the areas of instruction as well as for administration. Some of the former emphases have had to be modified, especially at the elementary and the junior high school levels. How can the schools design a program which is more consistent with the new psychology? How can the school meet its responsibilities for the particular social, physical, educational needs of each educable pupil?

These seven societal or educational changes which have been cited are quite comprehensive, in spite of the short analysis permitted in this study. It is hoped that this brief treatment will enable the reader to be more sympathetic in the face of the current waves of critical references to the state of public education. These factors also pose the question, is a new or different orientation needed for the professional preparation of
the contemporary educational administrator? Have societal conditions changed to the extent that there are new aspects to the fundamental problem of just what it is that educational administrators ought to be doing through their positions of leadership?

Possible answers to these questions will at least serve three purposes. First, they will assist practicing educational administrators to clarify their leadership roles. Second, these conclusions ought to have important bearing upon educational institutions which are revising their preparation programs for administrators. Third, valid solutions to these problems should be able to function as standards by which society can better judge educational administrators as to effectiveness. All of these purposes are of such worth that it should be evident why a study of success criteria in educational administration is pertinent for this research endeavor.

Necessity for appraisal. Educational administration has been functioning in established systems or institutions for generations. Often times an administration has built up traditions, or customary ways of performing its services. It is not surprising, therefore, that cultural shifts impinge upon the school system long before their implications are recognized
and adjustments attempted. Traditionally, this period of lag between development of the principle or theory, and its general diffusion in educational practice has been roughly fifty years.

This is too long a time. World events affecting our culture move at a more rapid pace; thus, the educational institutions are usually out of step with the trends of the times.

It is not within the scope of this study to analyze the merits of the controversy engendered by the issue as to whether public schools should be permitted an ivory-tower existence, or should adapt to recognized social changes, or should lead in social reconstruction. This is an issue which is, nevertheless, an important factor in judging the responsibility of educational leadership.

School administrators, being much in the public eye, are subject to all kinds of appraisal. The employing authority, the board of education, has the practical necessity of deciding upon the quality of success attained by the administrator. How can the official board know their executive leaders have been worthy leaders? What criteria can be used to assure a justifiable decision? Is it merely a matter of keeping one's ear to the ground? If there are not too many critical reverberations, can it be assumed that the administrator has done satisfactory work?
By this method it is possible that unofficial sources may decide the issue of educational administration success. The recent "Pasadena Affair," and similar incidents or upheavals are not uncommon across the nation, has been widely publicized.

The writer is not indicating that citizens have nothing at stake in the selection or retention of their educational administrators. Such decisions, however, are too important to be made on the basis of half-truths, hearsay evidence, or emotional involvements. The question is, how shall the employing authority appraise the success of its administrators? It has the obligation of doing so.

The work of school survey specialists should offer some clues with reference to successful educational administration. These experts usually examine the functional aspects of the educational operations and related factors. In the summary report, recommendations for improving various aspects of the system may be included. If not too many "weak spots" have been referred to in the report, some boards interpret this as evidence that satisfactory administration has been functioning.

It should be considered that survey experts do not have the purpose of supporting administrators, or of embarrassing them. The survey is undertaken to assist the school district in identifying its problems and to aid in finding solutions. This
action should be interpreted as creditable, for it indicates that the administration is striving to improve the schools. This is one function of leadership in educational administration.

In addition to school survey specialists, many professional organizations have been interested in promoting more effective and successful school administration. The first of note is the National Education Association and an important affiliate, the American Association of School Administrators. Much of their professional leadership has aimed at facilitating the in-service education of administrators. By means of an annual convention, the publication of a yearbook and minor works, study by special committees such as the Educational Policies Commission, the reports of which are published, attention is called to aspects of education or administration which the professionals deem especially significant.

The titles of the American Association of School Administrators yearbooks listed in Table II are indicative of major topics to which the attention and regard of administrators have been called over the past two decades. Less voluminous publications have dealt with such matters as health and safety education, cutting school construction costs, community leadership, and working with lay advisory committees.
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<th>DATE</th>
<th>YEARBOOK</th>
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<tr>
<td>1934</td>
<td>125th</td>
<td>Critical Problems in School Administration</td>
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<td>1937</td>
<td>15th</td>
<td>The Improvement of Education: Its Interpretation for Democracy</td>
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<td>1941</td>
<td>19th</td>
<td>Education for Family Life</td>
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<td>1945</td>
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<td>1946</td>
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<td>School Boards in Action</td>
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<td>1948</td>
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<td>The Expanding Role of Education</td>
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<td>1949</td>
<td>27th</td>
<td>American School Buildings</td>
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<td>1950</td>
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<td>Public Relations for America's Schools</td>
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<td>1951</td>
<td>29th</td>
<td>Conservation Education in American Schools</td>
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<td>1952</td>
<td>30th</td>
<td>The American School Superintendency</td>
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Another professional group which should be cited for its study and research in the interests of greater effectiveness in educational administration is the Metropolitan School Study Council. Participants in the program of this Council, largely at work in Eastern United States, have recently done a series of research on adaptability factors in school systems.5

The Association for Supervision and Curriculum Development has been offering leadership in those phases of administration. The supervision of instruction and the improvement of the instructional program are areas of administration that cannot be ignored in attempting to identify success factors.

The Southern States Workshop Group in School Administration is an example of a regional professional organization stimulating an in-service program for its members.

Organizing in 1947, the National Conference of Professors of Educational Administration (NCPEA) has been delving into the functions of educational administration. If these can be identified under contemporary conditions, there may be implications for changes in the traditional pattern of preparing leaders in school administration.

Among the organizations active in up-grading the quality of educational administration, the research programs which have been

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5 Donald H. Ross, editor, Administration For Adaptability (New York: Metropolitan School Study Council, 1951).
fostered and endowed by the Kellogg Foundation are of special significance. Collectively these are known as the Cooperative Programs in Educational Administration (C.P.E.A.). Eight research centers have been established, one of which is at The Ohio State University. This Ohio C.P.E.A. program is designated as the School-Community Development Study (SCDS). The SCDS research program includes studies of community factors which have a relationship to educational administration locally. These studies will serve to promote the basic purpose of improving the pre-service and in-service professional preparation of school administrators.

Purpose of this study. The writer has suggested the thesis that modern educational administration is operating under factors thought to be different from those of former times. It has been indicated that educational administration has become a highly complicated and involved profession. The number of important organizations which have indicated concern relative to the improvement of educational administration is further evidence that former educational aims, administrative organization, and traditional educational programs and instructional methods do not meet the needs of contemporary democratic concepts.
Under these conditions of changing thought, there remains with the board of education the responsibility of deciding whether or not its educational administrators are accomplishing satisfactory and effective service. Citizens of the school community also are involved in some form of appraisal of its educational leadership. How can such appraisals be made on a fair and realistic basis?

It is the intended purpose of this study to analyze and point up as tangibly, objectively, and comprehensively as possible, the dimensions of educational administration and to suggest criteria by which its performance can be gauged.

The value of such an effort may not be readily admitted; however, the following statement may be worthy of consideration in this respect.

The absence of a defensible and acceptable set of standards by which superintendents of schools can be judged fairly has made the profession of school administration on the superintendent's level one of the most hazardous. Superintendents are being appraised every day by standards that cannot be defended. Unless the superintendent of schools is judged by different standards than those by which he has been judged, stalwart and virile educational leadership will disappear from the American public school scene.  

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Truly the path the school administrator may tread is a precarious one. The administrator belongs to professional organizations which advocate adjustments, or even new departures, in the school program. If these suggestions are acted upon, then those who may not understand the philosophy or concept upon which the action was based may criticize and become malefactors in the community. It is understandable that many an educational administrator soon settles back in his chair and dedicates his efforts to merely keeping the educational ship from rocking too violently. But such a role will not fulfill the functions of modern educational leadership. It is the advocacy of this study that ways for the educational administrator to operate can be identified and justified.

II. THE SCOPE OF THE STUDY

To achieve the purposes of this study, it will be necessary to identify and analyze the nature and functions of the whole range of educational administration. Some efforts at developing a working classification of these functions will be helpful in the process of identifying success criteria. As educational
administration is surveyed, it may develop that certain major functions may be judged as more crucial for success than others. These will therefore deserve more elaborate consideration in this study.

Educational administration does not function in general. The processes and personnel are related to specific school districts, to school systems, and to individual school attendance units. This study will consider the knowledge, skills and abilities, and personal qualities needed by the personnel in status leadership roles in public education. The usual titles of these status positions include: superintendent, assistant superintendent, directors, supervising principal, principal, supervisor, and executive head.

Although the executive officer of county boards of education in Ohio is legally classified as a superintendent, this study will not regard this position as central. In Ohio the county school unit is an intermediate type of administrative district or unit. It is assumed that the administrative roles of the leader of an intermediate unit may be somewhat at variance with those otherwise considered. The reader may choose to assume that many of the success criteria in educational administration will apply with equal validity to the position of the county superintendency in Ohio. The major variations may be largely in diversity and
in degree of application.

III. ORIENTATION OF THE PROBLEM

As a former public school official, and as an educational specialist in the State Department of Education in Ohio, the writer has long been interested in the practical problems of educational administration, as well as in the theory which supports the practices.

The School-Community Development Study. The writer's immediate motivation to undertake this study grew out of its relationship to the research currently engaged in by the staff of the School-Community Development Study centered at The Ohio State University.

The objective of this program has been to promote the improvement of the pre-service and in-service professional preparation of educational administrators. The following statement by the Director of the SCDS reveals that this major focus has been incorporated into the program of the SCDS.

Superintendents, principals, supervisors, teachers, parents, lay citizens of the community, and state department officials are invited to help Ohio improve its program for the preparation of educational leaders.

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It is evident there is a logical relationship between the objective of the SCDS program and the problem of the present study. How can one proceed to improve the preparation of educational administrators except in relation to what the administrator is to do, and to how he is to function? At this point and with this purpose, the present study has been undertaken. The immediate task is to review the various roles of educational administration and to make an identification of factors which contribute to successful administration.

**Research related to this study.** Research to discover just what is that school administration is to do, and what principles should guide the administrator's performance, is readily available. The following paragraphs contain brief descriptions of selected studies which relate to the identification of success criteria in educational administration.

In 1940, a special committee of the American Association of School Administrators concluded a study which investigated the qualities and traits of superintendents of schools in twenty-six cities in the Great Lakes region. An interview technique was used to obtain the opinion response data. Mentioned most frequently as crucial in the success of the superintendent were the traits of character and scholarship. Lack of success was most frequently attributed to poor personal practices such as dishonesty, marital difficulties, lack of dignity, and also to
a lack of business and educational ability. 3

Miller 9 concluded a study at Columbia University in which research he developed principles essential to the implementation of democratic school administration. After developing the case for democracy in educational administration, Miller posits five criteria for the evaluation of acceptable principles of democratic educational administration. These may be stated as:

1. applicableness of the principle to a well-defined aspect of democratic educational administration.

2. general approval of the principle by authorities in the field.

3. harmony of the principle with the theory of democracy and the democratic state.

4. harmony of the principle with democratic educational philosophy.

5. harmony of the principle with the theory of functional educational administration.10

By applying these criteria, Miller justifies six principles of democratic administration. These he calls the principles of

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democracy, authority, responsibility, efficiency, adaptability, and evaluation. He describes certain basic concepts relative to each principle which he enunciated.

Miller's list of characteristics of acceptable administrative programs is very pertinent to the present study. Miller declares that acceptable administrative programs:

1. Must rest on a genuine commitment to the principles of democracy.
2. Must be based on the six principles formulated.
3. Must be the outgrowth of an analysis of local conditions.
4. Must employ every resource available in setting up its program.
5. Must seek gradual approach to the aims and values to be found in co-operative administration.
6. Must determine the specific purposes to be attained.
7. Must seek to establish a balance between the goals sought.

In 1949, Wilson concluded a study in which he developed fifteen criteria for judging effective staff personnel relation-

\[\text{Ibid., pp. 40-58.}\]

\[\text{Ibid., p. 109.}\]

ships. His standards are contained in the following:

1. Free flow of ideas
2. Administrator as a partner
3. Leadership role of the administrator
4. Appreciation of individual efforts
5. Confidence in and respect for the administrator
6. Group understandings
7. Group feeling
8. Fair treatment
9. Co-operative planning
10. Understanding of aims of others at work in the system
11. Knowledge of policies
12. Advancement
13. Societal contributions
14. Growth and development of personnel
15. Personnel interests

Wilson utilized a jury of experts to choose and refine the criteria. He then worked out an instrument by which he applied the criteria to a considerable number of public school staffs. Although most of the criteria were adequately or well met, he concluded that the criteria relative to understanding the aims of others in the system, to promoting the growth and development of personnel, and to advancement of the personnel were poorly met. 15

A very statistically detailed study of democratic leadership in secondary education was accomplished by Paul Miller 16 in 1951.

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15 Ibid., p. 24.
By use of a jury of specialists he refined his instrument which was applied to secure data relative to the administration of secondary education in Ohio.

The criteria developed and applied by Miller were designed to measure democracy and adequacy relationships to leadership factors of high school principals. After an extensive item analysis, correlations were computed. This procedure revealed very significant relationships in nine out of fourteen items bearing upon democratic leadership in selected secondary schools of Ohio. The nature of these relationships may be noted in Miller's conclusions:

1. Ohio secondary schools are fairly democratic, have principals who are fairly adequate in democratic leadership, and who are fairly skilled in the human relations required of co-operative endeavors.

2. Schools are generally lacking in organization to encourage wider democratic participation of all personnel.

3. Administrative efficiency increases with an increase in democratic leader-group behavior.

4. In democratic schools the principal and the staff spend a greater portion of time in close working relationships.

5. Status increases with democracy in schools; differences decrease in democracy; democracy decreases with administrative stratification. ¹⁷

¹⁷ Ibid., pp. 214-216.
Miller's conclusions are constructed in the following recommendations:

1. Examine the school organization to enable better and more co-operative relationships in participation in administration.

2. The personnel should exhibit more democratic behavior and less dominance in human relations.

3. Discard the notion that administrative efficiency and democratic behavior are incompatible.

4. More time should be spent in group endeavors rather than in isolation.

5. The administrator should avoid stratification and isolation from other personnel.18

Ramseyer's research involved an important aspect of educational administration by noting the functions of leadership in securing the improvement of an educational program. He categorized the attendant problems into nine divisions which had to do with the following functions: determining a school philosophy, developing a curriculum pattern, developing and organizing instructional materials, selecting evaluation forms and techniques, acting on the implications from child study research, organizing for group action, practicing democratic leadership, utilizing school research and other educational resources, and developing school research and other educational resources, and developing

18 Ibid., pp. 218.
good community and parent relations. A number of criteria bearing
upon each category were an important part of Ramseyer's synthesis.

The Cooperative Program in Educational Administration center
at the University of Texas 20 has reported the results of research
relating to success variables in educational administration.
Studies participated in by superintendents of schools in Texas
obtained information on various topics. Leading the list of most
prevalent problems of school superintendents were: (1) developing
financial support in keeping with local educational needs; (2)
evaluating the efficiency of individual teachers; (3) arranging
the programs of maximum in-service improvement for the school
staff; (4) determining the real educational problems peculiar
to the social setting of the community; and (5) enlisting public
support for solution of school problems.

Headering the list of items classified as the least prevalent
problems of school superintendents were: (1) preventing the school
board from exercising executive functions; (2) seeing that
secretaries make good use of their time; (3) preventing pupil
misbehaviors; (4) making provisions for periodic check on insurance
needs and coverage; and (5) fitting myself in with organized
community groups.

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20 Hollis A. Moore, Jr., "Blind Spots in In-Service Education
for Administrators," The Nation's Schools, 51:43-46, April, 1953.
These Texas superintendents recognized that they needed to know more about various aspects of educational administration. In top priority were: (1) the evaluation of the school program as a continuous process; (2) the role of leadership in changing the curriculum design; (3) techniques of effective public relations; (4) developing leadership abilities among school personnel; and (5) moral and spiritual values in education.

Moore, reporting other surveys of the Texas C.F.E.A. center, helps us to an understanding of the most common means the Texas superintendents use to effect their own in-service improvement. Measures most commonly identified were: (1) reading professional journals; (2) actively working in community service clubs; (3) participating in regional schoolmen's club; (4) attending short conferences sponsored by the State Department of Education; and (5) reading printed accounts of successful ways in which a problem has been met.

These most frequently used methods were not those which were judged to be the most valuable in effecting in-service growth. Good results were claimed for the following means: (1) attending summer workshops on college campuses; (2) visiting other school systems; (3) forming self-study committees composed of local faculty members; (4) attending short conferences sponsored by the

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State Department of Education; and (5) applying evaluation instruments in their own school system.

A summary of these Texas surveys indicates that the "gap" in the professional preparation and in-service growth of educational administrators has been in the field of school-community relations.

The Personnel Research Board at The Ohio State University has in recent years conducted numerous investigations into aspects of leadership roles and factors of group morale. The Personnel Research Board is composed of representatives from the fields of economics, education, political science, psychology, and sociology. The interdisciplinary character of this group has accomplished some unique investigations based upon the premise that leadership is more accurately identified as leader behavior. Industrial organizations have been analyzed with reference to the interrelations between leader behavior, group membership, and elements of organization. Recently, this pattern of research into leader behavior has been extended into educational organizations. This research is at present on a limited scale, but there are indications that educational administration personnel are subject to the principles which have been identified as significant in both

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Personnel Research Board, 2570 W. Hardin Road, Columbus, Ohio, has on file complete listings of its publications.
industrial and military organizations. Two of these areas of significance to leader behavior are: (1) consideration of those in the organization, and (2) the initiation-of-structures enabling broader participation. A fuller treatment of these factors in relation to leader behavior will be given in chapter three of this study.

The School-Community Development Study center at The Ohio State University has contributed thinking and investigation in accord with the interests of its staff members in success factors in educational administration.

Typical of the SCDS research is a monograph by Jenkins reporting a study of a group of elementary principals working with their school staffs on curriculum improvement. Particular emphasis is placed upon measures of teacher reactions to administrative behavior. The importance of the principal's background, of communication, of decision-making, and of the principal's working relations with the staff are among the factors described.

Another formulation prepared for the SCDS by Harding classifies educational administration success variables under four

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headings, namely, personality, professional knowledge, professional behavior, and environmental adaptability.

A Committee on Educational Administration at The Ohio State University has completed a report of considerable relationship to this study on success criteria. After a statement of orientation as to the major characteristics and values of American society, the report designates eleven major competency areas in educational administration.

These competency areas are as follows:

1. Possession in reasonable degree of appropriate personal attributes and a disposition to improve them.

2. Understandings, attitudes, and skills resulting from an adequate general education.

3. An understanding of the role of the school in the social order.

4. A disposition and an ability to co-operate with other people in planning, executing, and evaluating courses of action.

5. An understanding of the instructional program and skills in curriculum development.

6. Understandings and skills in the technical aspects of school administration.

7. An understanding of and skills in the administrative process.
8. An ability and a disposition to apply sound problem solving procedures to school concerns.

9. An inclination to act in terms of conscious value judgments.

10. An inclination and an ability to understand one's own motivations for action and how they affect his way of working with other people.

11. A disposition and an ability to lead lay and professional people in considering the continuing improvement of the school and community, and the ability to discover and promote such leadership in others.25

How this study will differ. Most of the completed related research has concentrated on one significant area of educational administration, or of school administration. The present study will be more inclusive, as the broad range of factors and functions of educational administration will be open for consideration and analysis.

Furthermore, much of the earlier research tended to emphasize personal traits of status officers, or examined administrative practices then current. Additional consideration needs to be given to the qualities and performances which should be prevalent in educational administration. The inclusion in this study of what ought to be in educational administration carries with it certain

liabilities; nevertheless, the writer will attempt a reasonable integration in this identification of success criteria.

IV. TECHNIQUE OF THE STUDY

Descriptive treatment. The analysis of educational administration leading to a formulation of success criteria will be descriptive in character. Data will be secured from an examination of the following sources: major references in the field of educational administration, articles in professional periodicals, research publications, and from facts pertaining to selected practicing school administrators. The latter will be confined largely to status officers in communities which have been cooperating with the School-Community Development Study.

Procedures utilized. The study will be promoted through the following general procedural steps:

1. An analysis of the literature pertinent to this problem. Particular scrutiny will be given to the nature, scope, and functions of educational administration.

2. The formulation of a statement of beliefs pertaining to a theory of educational administration. Certain values selected may be in the nature of personal preference or assumption.
3. The construction of a series of criteria which appear to be related to the competencies desired for success in educational administration.

4. Locating and determining ways by which evidence pertaining to each criteria can be described or observed.

5. Application of the criteria formulated to a selected range of status officials in Ohio schools.

6. Analysis of the field data in their relation to the success criteria. This may suggest a basis for a modification of the criteria. It may also indicate the possibilities of "gaps" in the professional preparation aspects of certain emergent areas of educational administration.

V. LIMITATIONS OF THE STUDY

The developmental portion of this study upon which the success criteria will be based will depend, at certain points, upon selected research accomplished by others. In some phases it will have to be speculative in character. The formulation of the success criteria will not result as the conclusion of concerted field experimentation, nor will the criteria be the expression of the combined judgments of any panel of experts in the field of
educational administration. A degree of expertness can be claimed for the study in that the theory of educational administration and the related success criteria will be checked against advocations contained in the literature of educational administration.

The acceptance of the theory of educational administration will depend upon the writer's ability to secure agreement by the reader with reference to a variety of assumptions, or choices, concerning the values which are to undergird modern educational administration. This task will be facilitated by relating the theory to both experience and research.

Another difficulty lies in the fact that certain factors related to success are quite variable; e. g., one's personality, community differences, and institutional settings. These are largely situational factors, and it is hoped there are sufficient elements of similarity, in terms of principles, to enable an anticipated degree of general application with reference to the success criteria.

VI. DEFINITION OF TERMS

Criteria. In this study criteria will mean simply the rules, or standards, by which judgments can be made with respect to success in educational administration.
Educational administration. This term is more inclusive and comprehensive than is the term, school administration. Educational administration has been called the general administration of the school system. This involves affairs both in and out of a specific school unit. Administration denotes the processes of leadership and management involved in achieving satisfactory operation, evaluation, and evolution of the educational program. Thus administration is always regarded as a means, never as an end in itself. In this study the administration of only public education will be considered.

Status leaders. This phrase, as used in this study, will include those persons who are leaders by reason of an official position in the educational administration hierarchy. In Ohio, such positions usually carry the title of superintendent, assistant superintendent, principal, executive head, director, or supervisor.

Success. This is definitely a value term. Its use in this study becomes the process of "measuring another's grain in the writer's bushel." The reader will have to follow the study into Chapters II and III to obtain a more objective impression of the kind of administrative "bushel" the writer is proposing to use in the identification of success criteria.
Administrative success is not the equivalent of the accomplishment of long tenure. Neither is it likely to be gauged by the degree of popular acclaim. Nor is it assured by continual operation upon an "economical" budget for educational purposes.

Essentially the term success will connote the striving for the rendering of desirable emphases in administrative leadership. This concept is thought to be different from that which requires the attainment of an arbitrary level of accomplishment in relation to so-called administrative standards applied to operational areas alone. The striving will center upon relating the administration process to the situational factors.

VII. OVERVIEW OF THE STUDY

Following the introductory chapter, the study will construct a theory of educational administration. It is in this phase of the development that certain assumptions, or choices of values, will have to be made. Particularly is this true of certain issues, or emergent factors, which will be considered from the orientation the writer has received from his study of the research and the literature of the field, as well as from the standpoint of experience.

Chapter III will contain an analysis resulting in the identification of success criteria. These will be designed on the basis of
their relationship to the theory of educational administration.

Following the statement and the description of the success criteria, Chapter IV will define the criteria in terms of administrative activity or behaviors. Placed in such terms, the appraisal of the criteria will be facilitated.

A limited field study will be undertaken to test the validity and the practicality of the success criteria. These results will be related to the study in Chapter V.

Chapter VI will terminate the study. Concluding statements in the nature of recommendations will be included. It is anticipated that suggestions for further research bearing on related aspects of the present study will be a part of the summary chapter.
CHAPTER II

A THEORY OF EDUCATIONAL ADMINISTRATION

The purpose of this chapter is threefold. The first section will show how educational administration originated and developed as a profession. In the second phase, the major concepts in the formulation of educational administration will be briefly analyzed, and a number of contemporary problems and issues will be discussed. The concluding section of the chapter will postulate a general theory of educational administration.

I. DEVELOPMENTAL ASPECTS OF EDUCATIONAL ADMINISTRATION

The beginnings. The administration of public schools in the United States developed in the direction of a profession because of necessity. The early American concept of separation of powers and a belief in decentralization of governmental authority which emphasized local initiative and adaptability enabled boards of education to control and manage the operation of schools on an autonomous basis.
In many communities the official school committee delegated a layman to serve as school director. This provided serviceable administration as long as communities remained small and the purpose of education was limited to that of providing literacy.

But cities grew and educational leaders envisioned a broader scope for the functions of American education. The rudimentary management of school systems by lay citizens who had other vocational responsibilities was proving inadequate. In 1837, Buffalo employed the first city superintendent of schools in the United States. Louisville took similar action the same year. Two years later, superintendencies were established in St. Louis and Providence.

According to Pierce, school administrators known as Principal Teachers were operative before superintendents. The development of the school principalship rather closely paralleled that of the superintendency. Assistant superintendencies and supervisorships, however, entered the administrative organization later.

Early formulations of educational administration. The institution of a status official known as the superintendent of schools did not mean that educational administration was immediately

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professionalized. This tendency came after considerable conflict in the clarification of the various administrative roles.

One of the first formulations of educational administration had to deal with the aspect of authority. In the post-Civil War years, from 1865-1900,\(^3\) public acceptance of the school administrators in the United States was established. During this period school administration was initially professionalized and democratized by making headway in the separation of school administration from the political management of community organization.

The various States had to modify or enact statutes which provided for the operation and management of schools. Some of these were prohibitory in nature. Others were direct or discretionary in providing a legal basis for educational administration which today resides in the governmental unit known as the school district. Legislative matters, or the policy-making functions, were made the responsibility of the board of education which served the school district. The board of education was empowered to have a superintendent to be its executive agent.

During this latter portion of the nineteenth century, there were few guideposts for the working relations between the board

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and the executives. As has been pointed out by Almack, the first concepts of the purposes and forms of administration originated under the social theories of aristocracy and autocracy. It was not surprising therefore that status officials in educational administration often operated as autocrats, and their positions took on a significance far beyond that which was perhaps intended by the framers of the authorizing statutes.

Because educational administration was new, it borrowed from earlier formulations in political, religious, military, and industrial management. Authority was operative in an internal organization according to the principles of line and staff. This plan emphasized the authority of each status official in the line of executive command. Whether the persistence of this plan of organization has tended to prevent educational administration from becoming more fully democratized constitutes one of the issues in modern administration which will be more fully analyzed in the next section of the chapter.

The preceding paragraph suggested a second aspect of administration, in addition to the concept of authority, for educational administration to formulate. From 1900-1925 educational administration took on form and color. The mechanics of educational

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5 The American Superintendency, op. cit., pp. 56-57.
administration received much study, observation, and experimentation. As stated in the Thirtieth Yearbook,\(^6\) "know how" rather than "know what-for" was emphasized.

The form and structure of educational administration, both for the management and the organization of schools, took on a new departure during this period. New tools commonly used were the school survey, educational testing, and the curriculum specialist. These, along with the extension of graduate programs for the professional preparation of school administrators, caused status officials to loom in the eyes of teachers and the public as educational experts.

It was during this period that the structure and scope of the public educational program was changed to include the junior high school and the junior college. These departures indicated that "know what-for" was not entirely overlooked.

If administration during this phase of development tended to emphasize the mechanics of administration, some concept of its dynamics had to be synthesized. This was provided by tying certain earlier aspects into this formulation.

As expounded by Sears,\(^7\) the dynamics of the administrative

\(^6\) Ibid.

machine was to be provided by four elements which were to be interrelated in practice: legal authority based upon statute and judicial interpretations, professional knowledge possessed by the school official, the social ideals and standards of the community, and the personal preferences of the administrators.

Although, as viewed in Sears' concept, this represented a philosophical advance in educational administration theory, in practice the stress came to be placed on the mechanics rather than its dynamics. "Keep the machine running smoothly" became the objective of many administrators. Progress, or constructive change, had a way of disrupting the "smooth educational machine." Thus under this concept many systems became perhaps efficient, but static.

Educational administration as a science. Another viewpoint was thrust into the theory of educational administration. Under this concept administration could become a science.

The tendency to stress the science of educational administration stemmed from various roots. Organized science as a branch of knowledge was growing more respected in the public mind as a result of the material progress engendered by scientists through discovery and invention. Science was literally changing our whole way of life. Its impact was sufficient to affect our philosophical values
as well.

The scientific measurement movement, testing of a new type, was one of the first aspects of scientific methods noticeable in educational practice. Psychology was a young science and, during World War I, had demonstrated what could be done with group testing for intelligence. It was to be expected that alert educators would transfer these techniques to the problems of education.

Another element in the understructure of a science of educational administration was a philosophical one, something in the nature of a compromise between the extreme philosophies of the time.

The powerful hold of the philosophy of idealism was being weakened by a number of influences, some of which emanated from the effects of scientific endeavors. Simultaneously, the early formulations of philosophers such as Charles Peirce, William James, and John Dewey were becoming formalized into a school of thought called pragmatism.

The influence of European experimentalists in education was not of small import to American educational developments. By 1918 the Progressive Education Association had organized as a protest movement against the "evils of traditional methods." Many of the Progressives espoused the pragmatic theories of
John Dewey, William H. Kilpatrick of Columbia University became the prominent educational philosopher of this group during the nineteen-twenties.

William C. Bagley, not to be caught on either the craggy horn of traditionalism or on the brittle horn of the "continuum of change," advocated a mid-position known as Essentialism in Education. This argument was viewed as a compromise by the non-extremists. The realists, mostly administrators inclined towards science, rallied to the cause of fundamentalism in education. With this philosophy and the newer methods of science, educational administration could remain on the solid ground of the reals in educational practice. Objectivity in administration and teaching was the desideratum.

Among the notable exponents of a science of educational administration were Thomas Briggs, Charles Judd, Frederick S. Breed, George Strayer, N. L. Engelhardt, and W. W. Charters.

Under the concept of scientific administration experts were retained to survey the school system and to make recommendations for its administration, its school plant, and its curriculum. Many of the larger systems expanded the administrative staff to include a division of research. Baltimore, for example, related its testing program to its research division. A later trend related testing more directly to instruction and to the guidance program.
While there is a definite place for the school survey and educational research, these manifestations of the scientific influence could not provide a "whole view" for educational administration. Administration deals, not only with inanimate materials, but basically with people in a social frame-work. This means that human nature, ideals and motives, habits and customs of people must be understood and incorporated into a satisfactory concept of educational administration. Science can contribute to this, but it is not the sole donor. Furthermore, educational administration as a science is a narrow concept because, while science has a methodology and many scientists have a philosophy, science does not supply man with his purposes, values, and motives by which he lives and takes on character.

Educational administration as social engineering. John Dewey was probably the first modern American educator to effectively theorize upon the social nature of learning and its educational aims. The stresses of the depression years of the nineteen-thirties gave the progressives a fertile field in which to explore and develop this concept of education.

Jesse H. Newlon was one of the pioneer scholars who related educational administration to social purpose or theory. In one of his works Newlon states, "The thesis of this study is that control of education is one of the major social problems of our
times, and that educational administration is, in the broadest sense, a brand of politics, an applied social science.\(^8\)

This does not place educational administration in the narrow concept of partisan political opportunism. Later in the same publication Newlon asserted:

Problems of administration are ... primarily social and not mechanical....

Every major decision in education is, in the last analysis, a social decision and affects social policy.

The control and administration of education may be regarded as having two major aspects. One is concerned with the internal operations of the school, operations that are themselves social in character and can never be dissociated from the surging life about the school. The other has to do with the relation of the school to its social milieu.\(^9\)

The import of such a point of view has been to edge the educational administrator in the direction of social leadership. Whether the school is to lead in a policy of social reconstruction in America, or how this may be accomplished, is one of the issues to be treated later.


That these possibilities have considerably influenced educational administration may be realized from the following generalization. From 1925 to the present time, the administration has been learning to take decisive positions on public issues which impinge on education.\textsuperscript{10}

It is apparent that democratic ideals to which our society pledges allegiance and to which educational administrators give lip service must be a guiding force in the administration of American education. If the educational administrator is to be a social engineer, he must understand and apply the principles of democracy. How these principles can be implemented in education constitutes a partial cause for another emphasis in administrative concepts.

Educational administration as function and process. The concept of administration as essentially one of function and process is not a recent development. Its origin is not singular, and unity of agreement with reference to the essential functions and processes is not pronounced in administrative circles; nevertheless, an analysis of this view of administration will be undertaken at this point.

First, for purposes of this study, the terms function and process need to be defined.

\textsuperscript{10} The American School Superintendency, \textit{op. cit.}, p. 57.
**Function** pertains to the purpose or duty to be fulfilled. The term **process** denotes the method or procedure to be utilized. The two, function and process, are interrelated in actual practice; however, the emphasis is at different points. Process indicates the means or acts through which the function is accomplished.

In this view of educational administration the analysis will relate primarily to process.

It seems obvious that the proper functions of educational administration must be identified before processes can be logically determined and utilized.

In a very real sense administration is not an end in itself. Administration is a facilitating service. Educational administration is concerned then with facilitating the attainment of the educational objectives of the school. The identification of these educational objectives is implicitly a part of the function of administration.

More specifically, the Dictionary of Education defines educational administration as:

> .... the direction, control, and management of all matters pertaining to school affairs, including business administration, since all aspects of school affairs may be considered as carried on for educational ends.\(^1\)

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Newman's concept of administration is consistent with the preceding definition. He avers, "administration is the guidance, leadership, and control of the efforts of a group of individuals toward some common goal."\(^{12}\)

In these two definitions the center of focus is not on the matters that pertain to schools, but upon what is required to enable the work of the schools to be an ongoing situation. Since this cites the purpose, duty, or obligation of administration, it delineates the functions rather than the processes of educational administration.

In other words, the obligation placed upon administration is essentially one of management service.

The functions of administration. A status official cannot perform management service without acting, doing certain things. Attempts have been made to study the nature or character of these actions. For analytic purposes, the various administrative activities have been categorized under headings according to the type of function.

Table III presents a summary of functional categories which have been expressed by representative writers. It should be noted that similarities predominate over the differences, which are chiefly linguistic.

Barnard's classification centers upon the broad and persistent functions of communicating, planning and goal-setting, and leadership. These will all operate in processes which fulfilled the functions cited by the other writers.

The American Association of School Administrators have listed what appears to be a curious mixture of function and what Moehlman calls "operational areas," where administrative processes are applied to differentiated phases of school affairs.

Moehlman's own classification of executive functions are: planning, executing, appraising, and interpreting.

The literature of the field is replete with articles which stress importance and character of the broad underlying functions of administration, e.g., leadership, co-operation, and public relations. The importance of these broad functions is not to be minimised, but their analysis at this point will not further the objectives of this research.

II. SELECTED ISSUES AND PROBLEMS IN EDUCATIONAL ADMINISTRATION

There are numerous aspects of educational administration which cannot be explained as a partial theory of administration.

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14 Ibid., p. 89.
### TABLE III

**COMPARATIVE TABULATION OF ADMINISTRATIVE PROCESSES**

<table>
<thead>
<tr>
<th>ALEXANDER 15</th>
<th>A.A.S.A. 16</th>
<th>BARNARD 17</th>
<th>NEWMAN 18</th>
<th>SEARS 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning</td>
<td>Planning &amp; Evaluation</td>
<td>Communication Planning Planning</td>
<td></td>
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<tr>
<td>Organizing</td>
<td>Organization</td>
<td>Energizing of Organizing Organizing Efforts</td>
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<tr>
<td>Directing</td>
<td>Personnel</td>
<td>Defining the Purposes</td>
<td>Assembling Directing resources</td>
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<tr>
<td>Co-ordinating</td>
<td>Business &amp; Buildings</td>
<td></td>
<td>Directing Coordinating</td>
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<tr>
<td>Appraising</td>
<td>Auxiliary Services</td>
<td></td>
<td>Controlling Controlling</td>
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<td></td>
<td>Information &amp; Advice</td>
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<td>Instruction</td>
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</tbody>
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*Refers to these as basic elements in the administrative process.*

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Their contributions to the quality of the educational administration that results, and their relation to the success of the administrator, compel a brief consideration.

Four focal points have been arbitrarily selected for assay. How these relate to educational administration as issues or problems will receive particular citation.

Educational administration as an ends - means network. By definition educational administration has been established as a management service for the attainment of the educational objectives of the schools. This implies an essential relationship between the ends and the means - policies, personnel, and programs. That there must be this vital linkage no one denies. In actual experience, the ends - means relationship often becomes distorted or even lost. This results from various causes.

For one thing, crystallization of ideas on the part of the educational leaders may occur. This is not exactly tantamount to saying the leadership lacks foresight, vigor, or initiative. Crystallization occurs when the administration "closes the books" on an idea, purpose or plan. The objective is likely then to become the perpetuation of "our system" - a program which has proven highly successful, and which may have brought fame to the system. The original values become obscured, and social concepts in the school's public march on. Soon a disparity of thinking may
develop which augurs ill for the school officials. How to keep administrators of long tenure in a system from getting into a state of this kind is a real problem in educational administration.

A gap in the ends - means linkage may result from a change in administrative leadership. Every school system has an operational base which carries on, regardless of the plight of the transitory official.

Does a status official carry to a new position his former patterns of operations? If he has learned administration by rote instead of by principle and theory, his former program may be misapplied to the new situation. To prevent such a "break" from occurring seems elementary; nevertheless, this error is too often made, even by administrators of considerable reputation.

The newly instituted educational administrator will wisely carry on all of the functions of functions of administration in his new position. He will not immediately revolutionize by installing "his system." Careful planning in securing agreements on goals as well as means to implement them is imperative.

The ends - means network sometimes becomes snarled through ignoring or misinterpreting educational philosophy and social theory pertaining to educational goals. This becomes administration by shibboleth. It is far from an isolated case to find a school system in which the administration advocates the "education of the whole child," and yet the program is devoted entirely to
the attainment of academic or intellectual growth. There is no
time, staff, or money, to develop other acceptable educational
aims.

Or in another situation, the administrator institutes all
of the "best practices" in contemporary education. Too often the
form and structure are apparent, but the substance is lacking.

The writer has known of a number of administrators who
caused the removal of the school's traditional fixed furniture.
New seating with movable furniture was installed; however, the
teachers continued to use the same old methods of formal
recitation and individual seat work. The administration, if it
understood the educational values to which flexible furniture
contributed, did not fulfill its function of helping the instruc-
tional staff to understand and accept these values.

Such a failure in the ends-means relationship is inexcus-
able on the part of professional administration. Such "short-
circuiting" is the particular trait of the administrator who
works for short-range goals only. An immediate goal may be to
drop Latin from the curriculum without reference to the entire
educational framework. In recent years, many an administrator
has added driver training to the curriculum simply because "all
the other schools are doing so."
The successful and the professional administrator must understand and apply sound educational philosophy and wise social theory.

A fourth cause of dislocation in the ends - means hook-up is related to the preceding one, yet the basic motivation is different. Specific reference is made to the administrator who professes one thing and whose actions denote contrary values. With many administrators this inconsistency is intentional.

An example of such deliberateness may be observed in the character of the administrator who verbally accedes to a democratic philosophy of administration, yet in practice his methods and purposes are those of autocracy. This is the pseudo-democratic administrator. He professes faith in group processes and cooperative action; however, his goal is always the selfish one of self-perpetuation. He invariably makes the group aware of his opinions and desires before discussion is activated.

Another type is the paternalistic or manipulative leader. He may dominate group action by controlling a vocal minority who influence decisions out of all proportion to their numbers. Not infrequently a weak administrator becomes the tool of this vociferous minority.

Such administrators are confused concerning the real functions of administration. They tend to view their office as
the entire ingredient of leadership, not as a catalytic force in the decision-making processes.

This study adopts as one of its theses that the successful educational administrator must be aware of and maintain an essential working relationship between the ends and means of education. Furthermore, these ends must point a social direction that is consistent with our democratic principles and ideals.

The institutional or system situation. Educational administration does not perform in a social vacuum. There must be people in a territory, or a community, to be served. The school district serviced by the school system demarcates the field in which educational administration is to be applied.

This means much more than having on the wall of the administrator's office a map showing the boundaries of the district, and having colored pins to represent the relative location of pupils residing in the territory to be served. It is granted such a device may be a helpful tool, but it alone is not proof that the administrator really knows the school system.

The character of the community is a real element in educational administration. It must be recognized as such in any theory of school administration. The type of community gives character to its institutionalized aspects such as its school system. School leadership should not attempt to act independently of this precept.
The community may be heavily commercial and industrial. It may be presumed that such a community would have a strong tax base for financial support of its schools. The tax rate for the support of schools is another matter. Educational administration must win the support and approval of the voting citizens in order to establish this vital public policy. There may be, and often are, a number of strong resisters to attempts to increase taxes.

The problems of pupil personnel are usually different in a highly industrialized community. Transiency of student population becomes a severe problem during times of industrial expansion or economic depression.

The type of educational program needed to serve an industrial community is a determining factor. The administrator needs data upon which can be based the need for a certain type of vocational education program. The nature of the community largely determines the scope of the adult education program. It is not sufficient to merely know the general nature of the school community. Definite facts must be made available.

The suburban or residential type of community is likely to be populated with citizens who hold demanding standards for the educational system. Administration must be able to deal effectively with these desires and beliefs. Whether or not the community is compact and cohesive complicates the means at the disposal of the educational administrator.
Most educational institutions hold to a few traditions of long standing in the community. That some of these constitute one of the barriers to educational progress is admitted; nevertheless, the administrator dare not ignore the loyalties which are given to these traditions. Capable leadership can effect changes, but the processes must involve representation of those who will be affected by those changes.

The Thirtieth Yearbook\textsuperscript{20} of the American Association of School Administrators gives recognition to the fact that community factors affect the educational institution. A list which points up possible sources of conflicting social pressures which may become barriers to educational leadership in the school system is suggestive. The Yearbook citation includes the following:

\begin{itemize}
  \item a. Taxpayer groups
  \item b. Curriculum problems
  \item c. Politics
  \item d. Labor - Management issues
  \item e. School district reorganization
  \item f. Personal antagonisms
  \item g. Direct attacks on the schools, or their personnel
\end{itemize}

\textsuperscript{20} The American School Superintendency, \textit{op. cit.}, pp. 251-280.
The dilemma of the educational administrator is readily understood. For example, if a tax payers' league campaigns for holding the line on tax rates at the time representatives of the labor union bring pressure for an expanded program of vocational education. The astute school administrator will realize that the conflicting issues are not his to decide. He is to provide leadership through which there can be a "meeting of minds," and the decision arrived at is the community's, not the administrator's. This is not "passing the buck" on a controversial issue. It is simply maintaining clarification on essential functions of educational administration.

In reacting to policies open to the administrator in the face of conflicting pressure groups, Kircher advocates the principle of "aggressive neutrality" through which the administrator can win the support of all groups because of this persistent administrative impartiality.

How an administrator can assert this impartiality is a real problem in educational administration. As a principle, the professional administrator must have an adequate staff using techniques which can secure objective data relating to the community's educational needs and values. These data will be essential for group deliberations, and can literally serve as

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armor for a barraged administrator who does not wish to become the tool of any one pressure group.

Another factor to be considered in the institutional field can be designated as problems which hinge upon staff personnel. It is not unusual to find faculty members who formerly occupied administrative positions. This change in assignment may have been voluntary. Frequently, it has been forced by the employing authority. The denoted official may chose to make a continual issue of his reassignment.

A similar problem situation may develop as the consequence of a staff member's failure to win the promotion for which he tried. In such a circumstance, the educational administrator cannot afford to be too naive. Some disgruntled faculty members are masters at borderline professionalism.

Another problem in the area of staff components arises when the number of inexperienced personnel, or people new to the system, is increased. Personnel policies and practices must be adequate under such circumstances.

Undoubtedly, one of the most persistent problems in staff components is that of the ingrained faculty. The type of leadership to which it has grown accustomed, the policies it has helped to perpetuate, the many small items it has treasured in institutional practices -- all these evoke human loyalties and help to determine future action.
The attitudes of such a faculty must be reckoned with by the educational leadership. "Last year our faculty voted against holding faculty meetings more frequently than once each month." Or, "The activity period in our school has always been scheduled at such an hour." Again, "Our faculty has always favored the hour period in the daily class schedule."

Similar pointed references by helpful colleagues will not deter the courageous professional leader, but he must apply sound principles of effecting transitions, if the values warrant. Such means must be related to an adequate theory of educational administration.

Educational administration as the administrator. In considering the problems of what educational administration is to do, it can be observed that in certain respects administration is largely the administrator. Various facets of the character and personality of the administrator are very real elements in any theory of educational administration. In fact, attempts to improve educational administration by the identification of these personal characteristics of successful administrators are numerous.

One of these studies\(^{22}\) required 503 persons, by an interview

\(^{22}\)"The Superintendent of Schools and His Work," Final Report of the Committee on Certification of Superintendents of Schools, National Education Association: Association School Administrators, 1940, p. 36.
technique, to account for the success of twenty-six city superintendents of schools in the Great Lake region. The frequency of the responses was tabulated under the following success characteristics: character, 419; scholarship, 411; business ability, 389; personality, 371; executive ability, 364; sociability, 343; speaking ability, 318; community interests, 294; writing ability, 254; culture, 189; religious activities, 121; personal contacts, 94.

It must be recognized that these success traits are seldom separate identities independent of other components of individuality. It seems unlikely that qualities of scholarship could have been so pronounced in the success of these administrators unless each also possessed a fair skill in speaking and writing ability. A number of these categories are quite diffuse in their relationships to the administrator's total personality. This is particularly true of terms such character, scholarship, personality, executive ability, sociability, and community interests.

Because of the numerous and complex interrelationships involved, some recent research has been directed away from attempts to identify personality traits as signular facets of educational administration. Stogdill, for example, is descriptive in terms of what the administrator does—how he personally reacts or behaves.
More broadly suggestive of such an approach is the following list of qualities desired for educational administrators:

1. ability to think logically and rationally
2. ability to read, write, and speak fluently
3. dress to fit personality, rather than the fashion of the moment
4. to be understanding of others and tactful in expression
5. emotional stability and regard for the laws of physical and mental health
6. ability to be a good listener - patient with and considerate of other's views
7. recognition of the worth and attainments of others
8. good work habits
9. ability to co-operate and work with others
10. possession of such qualities as unassuming reliance, aesthetic appreciation, creativeness, and self-direction
11. intellectual integrity

Such attributive qualities appear to be more fruitful in essaying the personal facets of administration. These can be observed and their effects upon others can be gauged in the operational situation. As they can be translated into leadership behavior they can be more objectively related to a theory of administration. How the administrator can develop these desirable behaviors is the gist of the problem. Practically, these leadership behaviors may be assumed to be attainable by administrator with divergent total personality structures.

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It is logical to generalize that what is actually obtained through educational administration is more significant than what is theorized about educational administration. What actually happens is very much dependent upon the administrator's personal components.

What is his philosophy of education and of educational administration? What kind of role does he envision for himself as an administrator? Is he realistic in this role-assumption? Does he possess the capacity, the understandings, and the skills necessary to measure up to this concept? How does he react when his role-assumption is threatened? Can he maintain his personal integrity throughout the manifold complexities of professional leadership? How does he behave under frustration?

Pertinent aspects of personality and behavior are truly a part of the problems and issues of modern educational administration. Illustrative is the administrator who envisions his role as that of the educational "expert," a role that has received encouragement in administrative literature. This administrator may assume he is an expert in all matters pertaining to education and the work of the schools. Such an assumption to be valid must be based upon a vast region of theory, knowledge, and experience. Needless to state, few individuals have accomplished such a comprehensive state of expertness. To play out a relatively impossible role is likely to inhibit communication, lessen teacher
and staff initiative, and lower organizational morale.

To minimize these problems, expertness by the administrator is not waived in this study, but the qualities of expertness are to be devoted largely to significant aspects of leadership in improving the means of communication and group co-operation.

The character of the administrator who can fulfill this obligation is more aptly described by the term, the educational statesman. Spelled out more explicitly, it is intended that the administrator will be an activator in helping the school components to decide purposes, in developing means of securing these aims, and in motivating the personnel to contribute to this co-operative enterprise.

The substance of this point of view can be summarized in the words of Gibb, "Leadership is both a function of the social situation and a function of the personality, but it is a function of these two in interaction."  

School-Community relations. A fourth area of significant problems and issues in educational administration centers about school and community relations.

Not infrequently extreme conditions on the part of school patrons exist. In some communities an attitude of complacency, or even apathy, is apparent. In others, especially in the past

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decade, the community scene is rife with a spirit of criticism towards the school program and its administration. These are all serious conditions and have important implications for the educational administrator.

That the nature of the community largely determines the situational field for educational administration has already received treatment. The basic issue is: what relation shall exist between the community and its schools?

One alternative, now passe in educational administration theory, is for the community to regard the schools more or less as custodial agencies for children and youth. The constituted authority, the board of education, and its professional personnel are to run the schools. If the public becomes seriously dissatisfied with the management, the school executive may be dismissed, or a reaction at the polls may occur in elections for board membership.

The "voice of the people" is a part of the democratic pattern in public affairs; however, channels of communication should be provided without resort to such disruptive consequences suggested by the first alternative.

A second alternative has been attempted by educational administrators. This fits into the "best practices" concept of administration. Public relations devices are utilized to accomplish the slogan—Get the Public to Know Its Schools.
Accordingly, the administrator sponsors news reports, holds Visitors Day or "open house," encourages the parent-teachers organization, the band parents club, and the room-mothers plan. The schools are especially dramatized during American Education Week.

Granting that the preceding activities are worthwhile, the basic issue of school-community relations cannot be solved merely by public-relations techniques. Basically these measures provide a structure which encourages one-way communication. Furthermore, the relationships are not founded upon a genuine philosophy of school and community involvement which demands mutual participation.

A more recent possibility for apt school-community relations is embodied in the community school concept. Like most significant educational concepts, an evolutionary development preceded the present formulations.

Dewey's educational philosophy stressed the democratic societal aims of education. Real-life functions were to indicate the learning experiences to be utilized by the school. School and classroom organization were conceived in terms of community. A mere collection of individuals would not suffice.

That Dewey's theory gained early proponents can be sensed from a statement by Hart in 1918:
The problem in democratic education is not the problem of training children. It is the problem of making a community in which children cannot help growing up to be democratic, intelligent, disciplined to freedom, reverent to the good things of life, and eager to share in the tasks of the age... A school cannot produce this result; nothing but a community can do so.25

The evolution in educational practices owes its dynamics partly to opposition to the subject-centered school curriculum. The misapplication of Dewey's philosophy by elements of this opposition to traditional school programs resulted in the child-centered school. Granted that emphasis upon mastery of organized subject-matter without relation to its social utility was to be condemned, the child-centered school possessed weaknesses too numerous to allow this concept to long endure.

From individualistic child-centered programs, the emphasis shifted to group-centered programs. Many democratic values are inherent in the use of group processes for the learning situation; however, this centers upon method rather than content.

As a more feasible guide to content, the life-centered school program took on increased stature. It connotes meanings which hold significant implications for both educational methods and content, as well as for educational administration.

A realization of this significance of community aspects of public education and its bearings upon educational administration motivated a profession of faith by Benjamin who declared in part:

1. I believe that since men live and work and play in communities, ... all education must be carried on for community purposes, even when seemingly most individualistic in its effects.

2. I believe that particular communities and groups of co-operating communities should themselves determine how they want their ways changed, and that as a community educational leader I should inform them, inspire them, and lead them to make this determination wisely.

3. I believe that the educational administrator in any community must be concerned with the total community pattern of changing human ways and that he must not confine himself to schools alone in attempting to improve education.

4. I believe that the one best administrative system is the system of co-operative learning - not directing teacher and learners, but working with them toward commonly held goals, not telling the community the educational goals and procedures, but deciding with the community what goals should be attempted and what procedures should be employed.26

Benjamin's concept of school-community relations assuredly does not support public relations techniques relying upon one-way communication alone. His concept involves the basic philosophy of the community school. What is this concept according to its current formulations?

Two major literary sources pertaining to the subject can provide the essential ideas. Edward G. Olsen discerns the purposes of the community school and prophetically enunciates:

Definitely now emerging is a clear recognition that individual children, unique as each one is in personality and in potentiality, nevertheless possess certain common needs as members of society today and tomorrow. These needs it is increasingly recognized, can be adequately met only through a functional interactivity between school and community, carefully planned for the achievement of broadly predetermined ends....

American education stands today upon the very threshold of a wider and far more fruitful orientation than it has ever known: that of the community, life-centered, school.27

The second source contains a succinct statement suggestive of the functions of the community school. Among other things a community school is:

A school that has two distinctive emphases — service to the entire community, not merely to the children of school age; and discovery, development, and use of the resources of the community as part of the educational facilities of the school.28

This Fifty-Second Yearbook has, for the interested reader, numerous excellent ideas pertaining to the organization and


administration of a community school. These cannot be detailed at this point in the present study. It is sufficient to point out several implications of the community school concept for the educational administration of such a school. These aspects are listed in the following summary:

1. The use of school facilities by the lay people will make the schools real community centers.

2. The curriculum will become community-centered through the utilization of available community resources to enrich and objectify teaching and learning. This principle is entirely consistent with the audio-visual approach to education.

3. The vocational portion of the curriculum will be community-centered through an adult education program, and by means of work experience relationships for regular school youth.

4. Communities with sufficient population and financial resources may extend public education to include a community college program.

5. Public education will assist in implementing community service projects designed to improve living in the community.

Conclusions. In this section a brief analysis has been given to four selected areas containing issues and problems pertinent to a theory of educational administration. These areas have centered around:
a. Maintaining the essential ends - means relationship in educational administration
b. A consideration of the system or institutional factors
c. Educational administration as viewed in the person who is the administrator
d. School and community relations which can be based upon a genuine educational philosophy

A review of these problem areas suggests that the educational administrator must rank high in leadership behaviors, that administrative functions must utilize the co-operative approach to goal-setting and planning, and that organizational structure must provide channels for two-way communication to enable essential lay or community participation in educational administration.

III. A SUGGESTED THEORY OF EDUCATIONAL ADMINISTRATION

In this final section of Chapter II, an explanation of the nature of educational administration will be posited in the form of a theory of educational administration. The next task of determining competencies crucial to the success of the educational administrator will be predicated upon aspects of the theory which is herein presented.
What educational administration is to do. It should be reiterated that educational administration is not an entity unto itself; it does not exist for itself and its own purposes.

Administration can be pictured by Newman's terms as the leadership, guidance, and control of the energies of a group of people directed toward the attainment of commonly held goals.

In Barnard's understanding, administration is the management service without which an organization giving scope, structure, and adaptability to a co-operating system could not be maintained.

In educational administration the co-operating system is the public school system, including all of the pertinent community relationships of the school district. Educational administration constitutes the facilitating service essential to the attainment of the social processes of education as envisioned by the responsible citizens who are a part of the co-operating system.

Three matters are salient in this notion. Administration is a means. The goal-directed vehicle, the educational program, must be a community program. Co-operation is the basic and permeating method of relating the component elements participating in the educational enterprise.


Guiding principles of educational administration. Before considering the operational dimensions of educational administration, this study suggests a number of precepts which are useful as general guidelines for the educational administrator.

1. The public schools belong to the community, not to the school personnel. Schools are supported mainly for the societal education of children and youth. It is assumed that other purposes may include those of a supplementary nature.

2. The public, through the State, delegates legal responsibility for education to boards of education which must operate within the framework of statutory authority and judicial interpretation.

3. Public education has the capacity through discretionary action to advance community progress and to extend community participation beyond the personnel of the board of education.

4. The public schools must serve all as freely and equally as possible.

5. The board of education should be involved primarily with the legislative functions of policy-making. Executive functions should be delegated to members of the executive staff.

6. Administrative functions can be differentiated and various duties may be delegated with commensurate authority for accomplishment.
7. The efficiency of the educational enterprise lies in the achievement of the educational goals with a minimum involvement of resources.

Two additional basic principles deserve mention. All administrative duties and processes involve human relations. Human relations demands a persistent quality of considerateness which permeates all activities of educational administration.

This study endorses the concepts of human relations in education as formulated by representative educators such as Bartky, Wiles, and Yauch.

Democratic human relations in the educational system is primarily dependent upon elements of communication. Administrative processes cannot be maintained without effective communication. It is by communication that meanings and intentions are made known. If a lack of clarity or inadequacy in this respect occurs, educational administration must proceed by disjointed efforts or intertia. This is faulty dynamics in the administrative machinery.


The educational program will not become a community program without suitable and effective channels for two-way communication. The human relations ingredient will affect the degree of willingness to participate by those who should be involved in the co-operating system.

For these elementary reasons democratic human relations and elements of open and effective communication must be regarded as basic in modern educational administration.

The four constructs of educational administration. The dimensions of educational administration can further be delineated by reference to four constructs, namely, the identification and clarification of purposes, the operational areas, the situational factors, and the administrative process itself.

1. Purposes of education become elusive in the multitude of details comprising the functional operations of the schools; nevertheless, public education is supported for the fulfillment of certain purposes. As administration is the facilitating service aimed at the achievement of educational purposes, then a prime obligation of educational administration is the identification and clarification of educational purposes. It is recognized that not all worthy aims of education are implicit in the operation of schools. These must be identified, clarified, and expressed in understandable terms.
Purposes are based upon values. Until administration reaches some agreement upon basic societal values, purposes cannot be clarified and translated into educational goals. This action is basic to all others in administration, if a consistent and integrated educational program is to result. In short, educational means cannot precede or remain independent of educational ends or purposes.

Industrial arts, for example, would have a different program were it to serve as vocational education rather than as general education. Educational administration has the obligation of getting a decision upon and activating a definite purpose for this phase of its educational program. Until the purposes of industrial arts are clarified, other dependent constructs of administration cannot logically function.

To define purposes and fix goals, the administrative process of planning is utilized. In educational administration this is a co-operative enterprise which requires representation of groups which have a genuine involvement in the matters to be planned.

The co-operative approach in this procedure is desired for three reasons. First, co-operation is basic in the democratic way of life — the system which embodies our basic social values. Second, co-operation is the best means of overcoming the limitations of what individuals singly can do. Third, co-operation increases the power of the dynamics for the implementation of the consensus agreements.
2. Educational administration can be construed through the operational areas, the points where administrative activity comes to focus or to be applied. These are:

a. goal setting
b. program development and instructional services
c. student personnel
d. staff personnel
e. physical facilities and materiel
f. finance and business management
g. public relations

A brief description of these operational areas is warranted, and this will be undertaken in the listed order.

a. Goal setting is the logical outcome of the first basic obligation placed upon educational administration, the defining of purposes. It is not presumed that the administration will know all of the educational goals and prescribe them, but that the administrator will provide leadership and motivation in giving due consideration to the procedures necessary to co-operative action in goal setting.

The administrator establishes relationships and assists others involved to fulfill their role in the interaction essential to the setting of goals. This
cannot be done independently of societal needs and values, community and situational factors, and personal facets of the individuals involved.

Educational goal setting, therefore, applies certain principles of group dynamics and utilizes the administrative process of planning.

b. The development of the educational program is the next logical functional area, and it is dependent upon goal setting. The goals point up the educational objectives which are to be achieved by means of the educational program.

The total educational program must be broken into functional parts. Planning for this arrangement is essential. Shall instruction be organized on a graded or ungraded basis? Shall there be extra-class experiences under educational sponsorship? Shall the school program be extended to include kindergarten, a community college, and adult education? Just what shall be the vertical organization of the educational program? How can the aims of general education be attained?

Additional understandings need to be developed regarding teaching methods and materials. This cannot be left entirely at the mercy of information gleaned during pre-service teacher education. An in-service program of teacher self-education
is the fundamental phase of educational supervision.

Is there to be extensive pupil participation? How can this be achieved? Does the broad unit method of organizing the learning experiences possess superior educational values?

What teaching materials is the teacher to use? Where and how are these obtained? What supervisory assistance pertaining to instructional materials and resources can the teacher expect? How can the library resources best be utilized in the instructional program?

Finally, policies, standards, and procedures must be agreed upon for the appraisal of the instructional program. It is by such means that the real test of the efficacy of the educational program is determined. Educational administration is derelict in its duty, if it leaves the appraisal of its program to incidental means.

It is apparent that decision making is extensively thrust upon educational administration by both areas of goal setting and program development. That decision making in both areas occurs concurrently is an axiom in educational administration.

c. Providing for the students who are to be served constitutes a major functional area of educational administration. It is axiomatic that the educational program is extensively affected by the number, the characteristics, and needs of the pupils in the community.
Educational administration needs to devise, establish, and maintain a pupil accounting system. The core of the system involves the pupil record system: the census, cumulative progress records, registration and scheduling forms, and if used separately, forms for special pupil service personnel. Basic to the record system, is the plan by which students are grouped, classified, and promoted.

It is in the zone of student personnel where special services to students are determined and administered. Typical of these special services are: health, guidance and testing, and psychological services. Depending on need, special services are given to the mentally and physically handicapped students.

It may be cited that serious damage to the ends-means relationships is done in this operational area of student personnel. This may result because of inconsiderate goal setting, but it frequently occurs through the dominance of the "best practices" concept of administration.

d. Staff personnel is a fourth area demanding attention in educational administration. The attainment of educational goals requires the services of professionally responsible people. Administration must determine how many and what kind of staff personnel are needed. This group includes
both certificated and non-certificated personnel.

After needs are determined, candidates must be located, selected, and induced to join the co-operating enterprise. This is one of the high priorities in professional administration.

The candidate is usually employed by the board of education upon the recommendation of the executive. Executive recommendation is often made as the result of co-operative endeavor on the part of administrative assistants, principals, and perhaps board and faculty committees.

In accordance with his professional preparation and experience, the elected personnel is assigned to duties and placed in a working relationship in the educational system.

Prompted by recent emphasis upon the quality of human relations which is to prevail, the induction of new staff personnel is receiving greater administrative attention than formerly. This is a detail that should not be overlooked by the oft-harassed educational administrator.

Included in the operational area of staff personnel are the activities of supervision, in-service education, and evaluation of the staff. To be consistent with established principles, educational administration is required to utilize the methods of group participation in these activities.
e. Educational administration is responsible for the physical facilities and the material essential to public education. In this area technical information and expert assistance is understandably valuable.

As a guiding principle, the educational program determines the plant and equipment requirements. Too often this principle gets reversed in actual practice.

When the implications of the educational program have been related to plant and material needs, the present facilities can be appraised and additional needs determined.

Funds essential to additional modification of the plant must be ascertained and procured.

During the process of plant construction or improvement, some administrative officer should supervise the progress of activities to insure that adopted plans will be implemented in the project.

f. Financial and business activities are essential in the administration of educational systems. The prudential principle must not be allowed to dominate the educational program. The total program required indicates the expenditures which will be required. Leadership must procure the funds essential to the program. Since there is today a
multiplicity of agencies which contribute funds to public education, the administrator must be alert to secure all of the funds to which the district is entitled.

Educational administration makes a financial plan, the school budget, to guide its fiscal operations. The budget records anticipated revenues and apportions the expenditures. The two elements must be brought to balance. Once devised and adopted, administration must follow the budgetary plan.

Property and equipment inventories and control are essential for good business management.

Business procedures must be established and the staff informed. All concerned must know the procedure to requisition supplies and to safeguard school funds which may be their responsibility. Principles of prudence as well as honesty must apply.

g. Public relations constitute the remaining functional area of educational administration. A satisfactory public relations program is not designed through one-way communication. There should operate what has been described as a "bubbling up and a trickling down" process.
Educational administration must devise and apply techniques through which valid information concerning the public's aspirations for its educational system can be secured. This role which the citizens envision for their schools is related to goal setting, development of the educational program, provision of plant, and practically to all functional areas of administration.

Educational leadership has a responsibility to assist the community in upgrading its expectations regarding the role of education. In addition, information about the schools and their work needs to be disseminated to all segments of the school's public.

The citizens should help decide the relationships which shall exist between its schools and other educational and service agencies of the community.

The most advantageous way to integrate public relations activities is to incorporate the community school concept into the school organization. This concept, as described before, logically and naturally provides a multitude of opportunities for two-way communication essential in effective public relations programs.

3. Situational factors constitute the third dimension of educational administration. The major factors may be grouped as:
A brief description of each of the above factors will tacitly reveal their implications for educational administration.

a. The more significant physical attributes of the school district includes its relative location, size, topography, population and its elements, natural resources affecting economic life and tax bases, adequacy of highways and transportation facilities, and the adequacy of the school plant and other essential public facilities.

b. The cultural setting of the school community is a composite of a number of factors: the basic values which give purpose to community action, the customs and mores, the prestige-laden activities, the pattern of community leadership, the channels of communication, and the degree of dependency upon or involvement with adjacent communities.

c. The institutions which are basic components of the community are grouped under churches, schools, governmental and political organizations, business, economic,
and fraternal activities, as well as the welfare, health, and recreational organizations.

d. The foremost primary grouping in the community is the family. Its patterns and characteristics are of fundamental importance to educational administration.

Other primary face-to-face groups, chiefly those of voluntary association, are contributive to community character. Particularly pertinent are such matters as the number and social composition of these groups, their values and attitudes reflected, their traditions, their leadership, and the flow of authority within the group.

e. The administrator himself is a part of the institutional situation, because he cannot operate mechanically and impersonally. He is in continual interaction with forces, elements, and factors external to himself.

Personal attributes having administrative significance are: his level of intelligence, the values which motivate, his professional knowledge and skills, personal qualities of appearance and attitudes which may affect the reactions of people towards him, his own warmth towards others, and skills in working with people.
4. The administrative process is the fourth and decisive construct of educational administration. The administrative process is an integration of activities which, for the purposes of description, are, (a) planning, (b) organizing, (c) directing, (d) co-ordinating, and (e) controlling.

a. Planning is basic in the administration of any co-operating system. Purposes must be clarified, goals established, and policies and procedures determined.

Planning is similar to scientific problem solving. Its steps are: (1) an awareness of need for action or decision; (2) investigation and analysis; (3) proposals for action and their rational projection; (4) the conclusion or decision reached; (5) approval of the decision, if necessary.

It is within the province of planning to decide procedures for the implementation of the decision, to decide the order of changes necessitated, and to determine the time limitations accorded to the various sequences.

The theory of the nature of planning recognizes that certain psychic deluders may affect rational decision making. For one thing, assumptions may be false, or data may be invalid. Frequently, the imagination of the planner gets limited to his actual experience. Furthermore, an administrator may be reluctant to face an unpleasant
situations which calls for a decision. This results in temporization or the ostrich-like "head-in-the-sand" position.

The group process applied to planning can minimize the limitations of these psychological hazards, although this may project into the situation another set of interpersonal complications. This is especially true if the planners have not learned the methods of creative group participation.

b. Organizing is essentially the dividing of work to be done, the grouping for its fulfillment, and the defining of relationships among the components.

The structure of organization must be decided upon and established. Departmentation can then be mapped, service divisions framed, and staff roles assigned.

Organization, to be effective, must provide authority to the position commensurate with the duties to be performed. Working relationships must be defined and agreed upon. The span of supervision of each officer needs to be clarified.

For organizational structure in educational administration, this study opposes a dualistic division of the major executive responsibilities which puts the responsibility for coordination upon the board of education. A single type of executive organization is desirable for the facilitation of the administration process.
The principle of centralization in administrative organization is encouraged only to the degree necessary for efficiency. As much decentralization as possible is desired to overcome the deadening uniformity which is often associated with extreme centralization. Decentralization is compatible with the policy of local school autonomy which is primarily essential in the development of the community school concept.

An emergent trend in educational administration is to broaden participation through the use of an administrative council, a citizens advisory committee, and special purpose committees. It is the function of organization to clarify the role of each of these groups and to relate their activities to the basic administrative organization.

c. Directing is primarily the authorizing and ordering of action. It is accomplished chiefly by formulating and channelling clear instructions. Plans are useless unless they can be placed into action. Direction may necessitate issuing orders, holding conferences, and supervising another's activity. Direction thus becomes the major aspect of execution.

d. Co-ordinating is an essential phase of the administrative process, although co-ordination is closely related to the aspects of planning, organizing, and
directing. Regardless of how effectively these latter phases have been attempted, misadjustments do arise and interrelated factors have to be placed in better harmony and balance. This is the role of co-ordination, to bring about an integration of all aspects of the school program so as to obtain maximal contributions to the realization of the goals of the system.

e. Controlling the operations of the enterprise rounds out the administrative process. Once a co-operating system is set in motion, it must be regulated. Staff members may require motivation to make them essential contributors, or to bring their efforts closer to their abilities. Administration must promote or regulate action. Failure to perform, or the abuse of authority, must be called to account.

In educational administration appraisal and evaluation are essential phases of the control measures. At some point, the school system must ascertain how well objectives are being attained.

The reasonableness of control rests upon authority which is based upon law and judicial interpretations, professional knowledge, and social usage which may embody role concepts.
Conclusion. Throughout the administrative process of planning, organizing, directing, co-ordinating, and controlling, nothing is presumed to contravene the application of the democratic concept of interpersonal relationships.

The next phase of this study will present an account of the criteria which are thought to support the theory of educational administration herein developed.
CHAPTER III

IDENTIFICATION OF CHARACTERISTICS PERTINENT TO SUCCESSFUL
EDUCATIONAL ADMINISTRATION

The preceding chapter postulated a theory which described
the educational administration milieu as a situational centered,
people related, goal or problem directed, resource utilization
interrelationship or complex. This portion of the study lists
and describes the nine success criteria deduced from the theory.

I. THE SUCCESS CRITERIA

Criterion One: Educational administration employs a
creative approach to matters of educational concern. This
criterion is predicated on the assumption that the quality of
educational administration obtained will be affected by the
basic view the administrator brings to bear upon the respon­
sibilities of his office.

The creative approach to matters in educational administra­
tion is necessary because of the complexities involved in the
total field of operations. Educational administration cannot be

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A number of the criteria closely parallel a summation
contained in an unpublished report by John A. Ramseyer, "Educational
Administration = Its Theory and Practices As We See It After Three
Years," Community-School Development Study: The Ohio State
University, 1954.
entirely reduced to precise rules and formulas. Educational administration impinges upon the thoughts, motives, and emotions of people in varying relationships to the schools. Every community and educational system presents certain facets which are unique and which require certain differentiations in the goals and activities of educational administration. For these basic reasons educational administration must function on a higher level than is obtained by copying the "best practices" or by imitating the "better schools."

It is not that the educational administrator should be unaware of objectives and practices elsewhere, but rather that these may not be applicable to or warranted in a different situation. To regard his own situation as unique, to ascertain its distinctive requirements, and to effect applications which are most apropos demand a creative approach to administration.

The creative educational administrator is not building a universal educational model, but is co-operating with others to design an educational system for the attainment of agreed upon objectives in a specific and unique situation which does not remain static in the society of today.

What are some manifestations of creative behavior at the action level of educational administration? The creative administrator is aware of and sensitive to situations or problems which require his concern. He is objective in seeking
new solutions, in obtaining all relevant data, and in examining
the data for the formulation of all possible hypotheses. In
short, the creative administrator reveals his creativity in
his positive approach to scientific problem solving.

Criterion Two: Educational Administration promotes and
secures the professional growth of the people connected with and
related to the educational enterprise. The organic or human
phases of education are paramount. The schools cannot fulfill
their role in American society without this emphasis on the
development of human resources.

In the fulfillment of this objective several forces may
exert an insidious influence on the educational administrator.
Some segments of the community expect the administrator to limit
his leadership to that of the functionary. Even some of the
professional staff expect the status officials to have all the
answers to each problem. These co-workers expect to be directed
in all phases of their operations. Thinking creatively and
participating as a professional contributor is foreign to their
expectations or experience. These role concepts must be altered
before the full abilities of these people can be utilized as
participants.

As human growth is complicated, accomplished slowly, and
involves considerable interaction in the process, the administrator
may discover he can secure more immediate and more tangible satisfactions by relating his efforts to the more routine and mechanical phases of educational administration. These latter activities are essential auxiliaries, but they should not consume time and energy that the administrator ought to be devoting to promote the development of human resources.

It is suggested that sufficient assistance be provided so that the routine and mechanical operations can be delegated. Failing in this, the administrator may assign some of these duties to members of the teaching staff. It is realized that some duties cannot be delegated and must be handled by the status official. The superintendent, for example, can hardly delegate to any one the recruitment and employment of his immediate executive assistants. There are occasions, furthermore, when a specific status official must personally appear before and work with groups or agencies of the school and the community.

Serving as a status official and supervising the routine operations for which he is responsible should not set up any reasonable barrier to the administrator's accomplishments in motivating, guiding, and assisting others towards greater professional growth. Unless the latter is consciously planned and receives executive leadership the total enterprise suffers. It is axiomatic that educational systems cannot progress without
producing changes - growth - in the people involved. This of course includes members of the administrative staff.

At the action level, the inducement of growth is indicated by a change in behavior. The administration in one school initiated a student council which became effective in improving faculty-student relationships, and thereby the council became an instrument for the establishment of a greater spirit of unity in the school.

In this achievement the noteworthy administrative behavior consisted of action to arouse the student body to a desire for improved conditions and to inspire them to put forth the efforts which would be entailed in the proper functioning of such a means as the student council. These objectives were accomplished by inviting council officers from other schools to speak before the student body and to participate in discussion sessions. This of course required administrative adjustments of the daily time schedule for both faculty and students.

The administrator sent some of his student leaders to other schools to observe their council in action and to secure copies of the council's constitution. By proper timing in accord with the interest and growth of students and faculty, the executive appointed a competent faculty member to guide the student committee in the formulation of a council organization for their own school.
This endeavor succeeded remarkably in promoting the growth of students, faculty, and administration.

**Criterion Three:** Educational administration manifests high ability in the assessment of values, purposes, needs, and in their translation into realistic educational goals. The educational administrator fulfills his total administrative role by working with others in the situation. It is clearly recognized that ways of working together creatively are not automatic; they must be learned. The administrator will provide leadership towards the learning of the group process.

The uncovering of individual or group values, purposes, and needs is essential in decision-making and program designing. The process is essentially an application of the problem-solving technique described in Chapter II. On this basis, the administrator may initiate action by identifying problems, pointing up alternatives and the possibilities of each, working with those concerned to secure agreement upon the proposals, and then assisting the group to establish suitable means for the attainment of the objective, or for the implementation of the policy formulated.

It is evident that in these procedures the group must be creative rather than imitative. The educational program is essentially a vehicle for the attainment of the values and purposes which have been identified and agreed upon. Inner
values need to be recognized and translated into the educational objectives or goals.

This type of creative endeavor should be related to the administrative aspects of goal-setting, planning, policy-making, and evaluating.

This standard pertaining to the surveying of values, motives, and aspirations is often misapplied in educational administration. This criterion is not posited with the expectation that the knowledge and information gained about persons and groups will be acquired only to control and dominate others. To do this is the technique of the authoritarian personality or of the pseudo-democratic leader.

It is the assumption of this study that values, motives, and needs must be ascertained so that those judged valid and realistic can be structured in the educational program or system. In fact, this is the only reasonable approach to the designing or the modifying of an educational program.

The application of Criterion Three in educational administration is not always accomplished by a frontal approach. One elementary school reviewed its educational goals and program as the consequence of a workshop in which the faculty made a study of the child growth movement and its implications for teaching children.
The significant administrative behavior to be noted was the discernment of an immediate professional interest of the faculty which, if properly acted upon, could lead on to further group experience in the more fundamental aspects of the school's philosophy and its educational program. These matters are not given to the faculty by the administrator. The administrator assists the faculty to assess its insights and to deepen its understandings of values, goals, and programs. The leader works with the face-to-face groups; he does not simply dictate to them or direct them in such matters.

Criterion Four: Educational administration exhibits skill in appraising the manner in which existing situational factors will affect the attainment of goals. The situational factors relevant to educational administration will cluster around the immediate human relationships, the traditions affecting loyalties and procedures, the mores of the community, the power and influence of the community groups, the socio-economic class structures, the state of the economy, financial resources and willingness to use them, the topographical features, community growth trends, and the economic and cultural relations with adjacent communities.

Situational factors and their interrelationships hold significance for educational administration in at least two aspects. First, they are of import in determining what the decisions ought to be. Second, they will affect the means of procedures utilized.
in effecting implementations or transitions.

Some matters requiring executive decision are not relevant for wide participation in the process. Matters which exert considerable ramification either in the educational system or in the community require broad understanding and acceptance. An adequate knowledge of the situational factors bearing on the matter will reveal the points where further rapport is essential.

For these and other reasons, educational administration should manifest skill in the collection of school and community facts, and in the organization and preservation of this relevant information. Scientific research pertaining to both the educational system and the community is not only justifiable; it is also essential in educational administration. Research is not decision-making, but it is a highly useful tool for those who are responsible for the decisions. In this process, to ignore pertinent data and prior relevant decisions and mandates is to result in administration of a low order.

Criterion Four becomes more objective when the following situation is considered. The board of education was submitting to the citizens a bond issue for the purpose of erecting a new elementary school on a favorable site which adjoined a cluster of residences owned by people who no longer had children of school age. Anticipating that these residents could become the focal point for opposition to the bond issue, the superintendent
of schools wrote a personal letter to each explaining the necessity for the new building, giving statistics to show the past effects of new school construction on neighboring property values, assuring them that the students would be educated to respect the property rights of adjacent residents, and indicating that the school site would eventually offer the safeguard of sightly but proper fencing. Practically all of these residents worked wholeheartedly to support the bond issue.

Noteworthy leader behaviors in this situation were the superintendent's recognition of the problem which might develop, his direct person-to-person contact, his reduction of the residents' fears, and his implicit appeal to assist in a project for community betterment.

Criterion Five: Educational administration establishes and maintains an appropriate climate which enables effective contributions by those involved. Educational administration functions in a co-operating system. In a very real sense, then, educational administration is a way of relating persons, groups, and organizations to each other so that those involved can and will make an effective contribution to the enterprise. This is dependent upon the degree of teamwork which can be fostered and developed.

The kind of team spirit which prevails is affected by those matters which condition one's morale. High morale in an educational
organization is important, because its presence, or the lack of it, largely determines the contributions which will be made by the co-operating members. Morale factors, or conditioners of the emotional climate, in an educational organization are much related to what has come to be referred to as "human relations." Perhaps the emotional climate could be used as an indicator of the quality of human relations which exist in the organization. Regardless of the descriptive terms used, the way people are made to feel about themselves, the work they are doing, and their relations with the others on the team, largely determines how effectively they will fulfill their roles.

Human relations is a contagious element in a co-operating system. This fact is verified through research cited by Fleishman who concludes that the foreman's attitudes and behaviors are definitely dependent upon, or related to, those of his supervisor. The foreman's attitudes and behaviors in turn affect those of the workman. This is evidence of the epidemic nature of human relations.

The fact that leader behavior is passed on to others in the organization is a matter of major significance. If teacher-student relations in a school are of an undesirable quality, the reason may be found higher up in the administrative chain.

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Halpin\(^3\) describes research pertaining to leadership and discloses that the leader's consideration is one of two major dimensions which contribute largely to the leader's success. The leader must show through his attitudes and behavior that he is considerate of and has respect for the others on the team.

In educational administration there are a number of factors which are ruinous to a desirable consideration dimension. The leader may alienate others by feelings of superiority and an attitude of exclusiveness. Status officials are necessary in educational administration, but severe stratification, bringing about a feeling or rejection on the part of the subordinates, is detrimental to the subordinate's effectiveness.

Further destruction of the consideration dimension can be accomplished if the leader lacks trust in his associates and displays an attitude of suspiciousness. Again, the leader's feeling of inadequacy, or lack of confidence in self or in others, is a negative human relations factor. Some leaders appear to be highly impersonal and exhibit an intense drive to get the job done. Such a leader is usually resentful of his own mistakes or the errors of others. This, too, promotes a poor emotional climate in the organization and tends to block creative contributions of the team members.

Especially subtle are the negative effects of the leader who gives the impression that other organization members are to think and work like the leader. Research attests to the chain reaction effect of leader behavior, but contributors to a co-operative enterprise do not want to be forced to adopt another's ideas or behaviors. A leader who exerts this forced kind of effort may be reflecting feelings of superiority, of inadequacy, or it may be due to his desire for power over people. In any event, leader failure to regard the uniqueness of others on the team is an exhibition of poor consideration behavior.

Good human relations in the organization will be fostered by the leader who is high in consideration behavior. Respect for others is dependent upon the leader's own attitudes and his knowledge and understanding of others. The leader can learn to interpret human motives and actions in terms of a workable theory of human behavior.

The educational administrator is informed as to the psychological needs of people: their desire for security through acceptance and belonging, their need to contribute to and share in common undertakings, their need for recognition and status in terms of their achievements. Their dynamics is understood by realizing that man is essentially a purposing or goal-seeking individual. Not all seek the same purpose, or have identical psychological needs
which direct their feelings, but with experience in working with people these can be identified in relation to specific individuals.

For good human relations in the educational organization, in addition to understanding others, the educational administrator can profit by the advice of Socrates, "know thyself." How does he as leader affect others? How does he react to the suggestions and efforts of others? If a suggestion is made for improvement, does he interpret this a reflection upon his administration? How does his interpretation of people or data become colored by his own emotional reactions?

What has been stated thus far applies primarily to the educational organization members and their in-group relationships. The desire for a good climate to prevail between the schools and the various community agencies with which education should have relations is equally strong. If a poor climate exists, organizations such as the parent-teacher groups, the health and welfare organizations, the public library, the church groups, veterans organizations, fraternal orders, and service clubs will not or cannot assist the schools and contribute to the attainment of commonly held objectives.

The climate which will exist in these relationships is largely dependent upon the quality of the face-to-face contacts between school personnel and representatives of the other agencies. All
educational personnel can promote good inter-agency relations through behavior which reflects attitudes of courtesy, respect, and consideration — qualities which ought to apply to all interpersonal relationships.

Criterion Five in no way demands that the school accede to the possible proposals of these related agencies. Such proposals must be related to the policies of the educational system, but an attitude of courteous consideration will not be disastrous if the suggestion needs to be modified or rejected. There is a difference between rejecting ideas and rejecting people involved with the proposal.

In summary, the educational administrator needs information about those with whom he works. Out of his experience and wisdom he can then be aware of insecurities, fears, or even conflicts. The educational administrator needs to show concern for others and their problems; he should be outgoing, helpful, and friendly. Furthermore, he must respect the achievements and contributions of the others who are related to the enterprise. He is therefore courteous and trustworthy; he listens to others and is skilled in building on the positive factors in the situation. Out of such an environment should grow an emotional climate conducive to full contributions by all concerned with the common effort.

An illustration will suffice to demonstrate the possible involvement of Criterion Five in educational administration. A
junior high school faculty was manifesting an increasing aversion to school participation in all of the financial campaigns sponsored by a variety of community agencies. The principal appointed a special committee to make an intensive study of the problem. As a result of the study and subsequent discussion, it became apparent that the irritation was due more to imaginary effects than to actual demands upon their time and energy. The faculty became much more conscious of the educational values which could be associated with such forms of community service and better relations resulted.

In meeting this situation which was affecting the emotional tone of the faculty, the principal had several alternatives. He could have ignored the feeling hoping that it would soon evaporate. He might have opposed the faculty citing all kinds of logical reasons for continuing the present policies. It would have been possible to have allied himself with the surface climate and made an issue of the financial campaigns with the central office. He reasoned, however, that none of these actions would assure a more favorable climate in the total situation.

By his action in appointing the special committee, he indicated a desire to examine the problem and to ascertain its full scope and seriousness. He anticipated that as the faculty delved into the matter they would lose some of their negativism and become more
objective in their outlook. As this positive outlook developed, the principal asked the faculty to consider the values derived from maintaining good working relations with these other community agencies.

After the faculty had identified these positive values, the principal then suggested that the faculty review its administration of the campaigns to see if the time and energy of the faculty could be devoted to increasing the responsibilities and growth on the part of the student body. The combined thinking of the faculty was adequate in meeting this suggestion with the ultimate outcomes previously described in the situation.

**Criterion Six:** Educational administration initiates and maintains procedures and structures which enable broader participation in the administrative process. This criterion is related to preceding ones, but it more tangibly emphasizes organization and methods involved.

Organization is an essential phase of the administrative process. As a result of organization, goals, policies, and materiel are related to persons, groups, and agencies so that the purposes of the co-operating system may be attained. That different leaders do this with variable effectiveness is pointed out by Halpin\(^4\) who concludes that initiating-structure-in-interaction in the second major dimension of leader behavior.

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\(^4\) Halpin, *op. cit.*
Initiating-structure-in-interaction means that the leader facilitates or defines group interaction towards goal attainment. The successful leader does this by initiating fresh ideas, by planning, scheduling and assigning, directing, and criticizing if need be. By these means, each person involved understands how he fits into the organization pattern, what his task is, and how he is to make his particular contribution.

The educational administrator does not make all of these decisions himself or in isolation. He structures to secure broad participation in the administrative process. Within the school, he works with the administrative staff, the faculty, supervisory groups, non-certificated personnel, special committees, and student groups. The basic principle applied is that those who have a stake in the matter at hand should have a share in making the decisions which will affect them.

To broaden participation beyond the school, educational councils, lay advisory committees, and special purpose groups are often appointed and utilized. The administration must relate these extra-legal groups to the basic administrative organization and their duties or assignments clarified.

In any co-operating system, people can be induced to contribute to group efforts providing there is a genuine involvement.
For some, the group may provide satisfying personal relations. It may offer a prestige value to the participant. Another motivation may operate when a task achievement in which the contributor is interested is at stake.

To secure the full measure of the human potential in the administrative process, the administrator should apply sound principles of creative group action and secure the co-ordination of purpose and effort in this activity. Group action is not a style or trend following procedure. Nor is this done merely because the administrator desires to be democratic, for the group action may result in undemocratic practices if wrong principles are permitted to operate.

The principles and techniques of co-operative group action are applied to educational administration because definite values are to be derived. Several important advantages can be cited. First, group action can surpass the limits of an individual's imagination and experience. Second, the agreements or decisions are the group's, not the official's. Third, motivation for the implementation of the group's decision is increased because of the greater appreciation which should be inherent from being a contributor to the matter at hand.
Agreement is not uniform on the matter of the administrator's working relation to group deliberations. Some authorities believe the educational administrator should assist in providing the structure and should offer problems and ideas for group consideration, but that he should operate as an out-group official.

The report of the Denver study advocates that educational administrators be in-group members, particularly in matters of the curriculum and instruction. The report stresses that as an in-group member, however, the administrator should not emphasize his status role. To follow this policy may pose for some administrators an ambivalent role which might prove unbearable. The values appear to make the necessary efforts worth the struggle, however.

It seems evident that Criterion Six is very much centered upon satisfactory communication. Interaction which expands or improves the administrative process is impossible without channels for clear and expressive communication. Assignments and responsibilities must be unmistakably clear. Group deliberations should not be dispensed with because semantic barriers are permitted to operate. Helping the participants to get around "emotionally charged" language is one of the valuable aspects of group thinking. Participants can learn to understand one another.

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An implementation of Criterion Six is shown by action in the following situation. Members of several organizations in a community were making allegations to the effect that some of the textbooks used in the local schools contained "subversive" material. After consultation with a number of community leaders, the educational administrators decided to meet the criticism openly. A special committee was appointed, consisting of executive, board, faculty, student, parent and lay representation. This group was asked to study the problems of textbook selection and to recommend criteria for the selection of textbooks. The group was also urged to check the present adoptions against the recommended criteria.

The administrative behavior pertinent to this situation was the institution of a special deliberative group through which interaction on a matter of community importance could evolve. At the request of the committee, the administration provided secretarial assistance, reference materials, and consultative service. The openness and fairness of the administration in the matter produced a salutary effect.

The administration was as interested in the procedures used by the group as it was in the final outcomes of the deliberations. Members of the group learned how to work together. They developed a greater appreciation of the problems of administration and
understood much better than formerly some of the instructional goals of the schools. It was definitely established as a result of this procedure that the administration in its textbook selection served no vested commercial interest or subversive doctrine.

**Criterion Seven: Educational administration secures an effective utilization of all available situational resources.**

The words to which special force should be given in this standard are effective and all. The connotation of these modifiers indicates the desire for a quality and, in certain phases, an expense in the educational operations within the limits, of course, of the common agreements pertaining to purposes or goals.

Basically, this criterion makes reference to the character of the administrative process itself, and to the point of view which is to define the role of the schools in the community. Educational administration has been viewed as a management service essential to the accomplishment of the purposes of the educational undertakings. It is difficult to presume that utilization of resources towards these ends will be effective, if the administrative process is carelessly or faultily conceived and applied. It is likely that serious weaknesses in the aspects of planning, organizing, directing, co-ordinating, or controlling will contravene Criterion Seven.
Administration has the obligation of insuring that the nature of the task to be accomplished is thoroughly understood. The work can then be differentiated, responsibility delegated to the various divisions or departments, jobs analyzed and personnel adapted to and placed in work roles, and the necessary or appropriate material assembled. Any technical or expert assistance which cannot be provided by the personnel within the regular organization can be brought into working relations with the system. This may be a short-term need, or it might be on a periodic basis.

Educational administration can view its resources too narrowly. This may result because of a rationalization process. An administration motivated by principles of parsimony may readily assume that financial resources are insufficient to permit the offering of a kindergarten program. The financial potential may be present, and if the community patrons are given an opportunity to express its values, the majority may decide to tap community finances to provide the expanded educational service. Educational administration should not evade its responsibility for being realistic in evaluating the resource potential, nor should it refuse to take the public into consideration in its decision making.

Resources for education are human as well as material. The administration of staff personnel can be illustrative of the edu-
cational administrator's insight with reference to this human potential. The full measure of a teacher's ability to function in the educational system, for example, is not determined merely by ascertaining his field of professional certification. He may be prepared to teach English; however, his interest or temperament may be such that he is not equally effective with students at all grade levels.

The teacher's awareness of his own reactions and performances ought to receive consideration in the determination of his particular assignment to duties. The educational administrator, however, should know whether the teacher is realistic in his preference. If he is not, the administrator could attempt to motivate the teacher to accept another assignment more in keeping with the teacher's attributes. After all, in the theory of educational administration as well as in the public mind, the status of officials bear the final responsibility for the effectiveness of the total endeavors.

A second frame of reference for a consideration of resource utilization centers upon the role of the school within the community. This involves, among other things, the matter of school and community relations. The theory of educational administration affirmed that these relations should be guided by the concepts of the community school.

If the philosophy of the community school is understood and
applied effectively, a solid base is provided for making the educational program more realistic in scope as well as in terms of life-centered learning experiences. This concept also provides many opportunities for the genuine involvement of a greater number of community members in the work of the educational system. The public relations of the schools becomes much more of a two-way communication system.

The community school serves as a community center. In turn it gets its students into the life of the community outside the school itself. Techniques commonly used in the community school illustrate these claims. Among these are: community-centered units of study, community surveys, student work experience, socially useful student service projects, school field trips, interviewing by students, community resource people coming into the schools, adult education opportunities, co-operation in business-industry-education events, community realia loaned to the school for educational purposes.

The educational administrator understands that the public school is only one agency for the education of community members. Educational administration promotes interaction between the school and other agencies which can expand the full scope of educational opportunities. Rather than competition with, augmentation of the other's efforts should be encouraged. Even if a competitive spirit is not current, augmentation is difficult
in communities where the school program operates in practical isolation from the other community educational influences. Contradictory effects are not unusual in such situations.

The action of educational administration in the following instance is indicative of some of the possibilities under Criterion Seven. The educational administration in a city of 30,000 population added a diversified occupations program to the secondary school curriculum. The administrative elements of planning, organizing, directing, co-ordinating, and appraising had to be utilized to effect this endeavor. The administration conferred to clarify goals and personnel assignments, to secure the understanding and co-operation of employers in business and industry, to enlist the aid of state department of education personnel, and to explain the objectives to officials of labor organizations. In initiating the program much group and individual counseling with the students was necessitated.

The work experience opportunities associated with this type of program took students, instructors, supervisors, and the co-ordinator into the real commercial and manufacturing life of the city. Skills learned in school were enhanced by real-life experiences. The employers in turn received a firsthand impression of the learnings induced by the school. Representatives of these interests were a part of the interaction which offered guidance to the entire procedure.
Criterion Eight: Educational administration envisions the totality of administration and integrates its component elements to secure established objectives. An adequate philosophy of educational administration should enable the administrator to see his task and to view it in its entirety. Observations disclose that practices often fail to bear out this assumption.

One's philosophy of educational administration may be faulty or inadequate. Whether this may be due to the character of the administrator or whether it is due to the complexities of the roles the administrator is to play can only be speculated upon. It is true that under the pressure of the immediate concerns, or of the short-term activities, misadjustments often result.

In Chapter II of this study, the persistent problem of maintaining an adequate ends-means relationship was analyzed. This problem certainly bears upon Criterion Eight. Focusing upon objectives should be an attitude of mind possessed or developed by the administrator. In this way immediate events or affairs can be fitted into the over-all plans.

Educational administrators not infrequently reveal an apparent view of administration which is inadequate to the total task of educational administration. Some of these can be categorized by the stereotype known as the squatter. This kind of administrator is satisfied with things as they are. His values are attained by the maintenance of the status quo. Whenever this is threatened,
he is stimulated into activity to remove the threat. Under such a philosophy progress is difficult, or even unexpected.

Another stereotype could be called the opportunist. He has no over-all scheme of things. One year the staff works on a new reporting system he has heard about. The next year he puts driver education in the program. In this opportunistic way he keeps busy and impresses the community with what he is doing to improve the schools. This type of executive has few principles around which an integration of administration could be centered. In short, he might be referred to as an educational tinkerer.

A third type of an inadequate administrator is revealed by the exploiter. He has decided that a good total impression is assumed if fame can be acquired through the dramatization of one or two phases of the school's activities. He may use the prestige of outstanding athletic teams or of musical organizations sponsored by the schools. Or he may exploit his official status which may have been obtained in some professional organization. The exploiter attempts to have weaknesses overlooked by keeping the public eye focused upon the dramatic endeavors of the schools, or upon his personal activities which possess publicity value.

None of these short-sighted views of educational administration is adequate for the administrator who desires to bring a statesmanlike attitude to bear upon his full role as an educational leader.
The professional educational administrator has means at his disposal to implement Criterion Eight. He can work to improve his understanding of his total responsibility as an educational leader. In addition, he has the responsibility of co-ordinating the various phases of the entire endeavor. Co-ordination is an essential aspect of the total administrative process. By proper co-ordination misadjustments are prevented, or remedied if need be. Skill in co-ordination is one way to make educational administration more effective as well as more efficient.

The activity of a high school principal in co-ordinating phases of the instructional program illustrate administrative behavior pertinent to Criterion Eight. The English teachers were organized on a supervisory basis and had as one of their objectives the improvement of the high school reading program. The faculty members of the social studies field were also organized and were emphasizing student competencies in the contemporary social, political, and economic scene.

The principal came to realize that the English teachers and the social studies teachers ought to be related in their efforts. By the use of conferences, professional literature, intervisitation to classrooms, and discussions, the principal nurtured into being a willingness on the part of these faculty members to co-operate in a broader supervisory organization.
After this agreement, the principal appointed a co-ordinating committee comprised of representatives of each of the two subject fields. He assisted this committee to identify and clarify their common purposes. The next step involved guidance and direction in establishing co-ordinated means of attaining these common objectives.

By the end of the first year of this co-ordinated effort, evaluation of student performance revealed that scholarly improvement was noticeable. In the English groups reading was associated with greater social purpose than formerly. Much more non-fiction was being perused. In the social studies classes the students were impressed with the fact that communication skills were valued there as highly as in the English classes. Methods of instruction in both fields tended to become less formalized and more dependent upon student participation. With this degree of success, the principal began to formulate plans for a better co-ordination of common effort among the science and mathematics teachers.

Criterion Nine: Educational administration provides for systematic review of all phases of the educational venture and effects desirable reconstructions. Every co-operating system, be it a simple or complex one, must continuously or periodically assess how well it is doing. Effectiveness is determined through
the attainment of purposes and the meeting of needs. This
determination employs the methods of evaluation.

In educational administration objectives need to be
periodically reviewed. Means of their attainment require
appraisal, and the results evaluated. The identification of
additional needs, the impact of social change, or the failure
of present means to achieve goals, all necessitate a reconstruc-
tion at points in the educational undertaking.

Evaluation cannot be left to incidental means; it must be
systematic and included in the basic planning. Some matters can
be judged through observations. Other phases require a long-
term review. For some purposes scientific methods and instruments
of recognized reliability and validity can and should be used.
In the area of evaluation alone, the administrator has need for
many technical and professional understandings and skills.

Evaluation should disclose whether the administrator's own
professional knowledge and skills are in need of refurbishing.
By discovering the area in which he can benefit by additional
in-service or graduate education, he can take steps to remedy
his own deficiencies.

An illustration of self-evaluation by a high school principal
will help to place Criterion Nine in more specific terms. The
administration had always been able to fill high school vacancies
with teachers whose ability had been proven. Recently, various
conditions had made it necessary to assign several inexperienced teachers to this school. After a time, the principal began to realize he had been supervising the new teachers on the basis of unrealistic assumptions. He concluded that he had forgotten how to induct inexperienced faculty members into the teaching profession.

This principal set for himself the goal of improving his supervision of the novices. After thoroughly reviewing his previous activities, he decided to do the following things with the new teachers:

a. He learns all that is possible concerning the teacher's knowledge, skills, interests, and personality.

b. He places the teacher, as far as possible, in an assignment where inexperience will be least harmful, yet in which the teacher will have ample opportunity to develop.

c. He communicates fully and clearly the teacher's duties and responsibilities.

d. He assists the teacher in developing unit and daily lesson plans.
e. He frequently but unobtrusively observes the class sessions.

f. He assists the teacher to evaluate progress and to set objectives for further attainment.

g. He helps the teacher establish rapport with a competent faculty member who is professionally helpful and who possesses considerable social adroitness.

The chapter which follows will suggest ways and means of appraising the implementation of these success criteria pertaining to educational administration.
CHAPTER IV

APPRaisal OF THE SUCCESS CRITERIA

The basic issues which have been pursued in this study are: what is successful educational administration, and how can it be identified? The plan of development used was that of defining successful educational administration by the formulation of a theory of educational administration and drawing from the theory nine criteria which appear to structure it. The specific task of this phase of the study is to appraise the success criteria.

At this point, two major questions require an exploration. To what extent do these success criteria possess validity? Are these criteria practical; are they usable? The scope of this study will permit only a limited check upon validity and usability. Other investigators may desire to attempt a more elaborate and extensive measure of these matters.

The steps which will be undertaken in this limited appraisal are:

1. defining the success criteria in behavioral terms, as far as possible.

2. determining sources which may reveal these behaviors.
3. developing methods for obtaining and recording the evidence.

4. interpreting the evidence gathered.

I. THE CRITERIA AND ADMINISTRATIVE BEHAVIORS

Administrative behavior can be gauged by noting the actions and demeanor of the administrator. In educational administration, behavior is revealed by what is done, how it is done, and in some instances, by why it is done. It can be assumed that significant behavior in educational administration may include, at times, the reactions to what is done, or as to how administration is performed.

Actions or demeanors which pertain to each criterion will be suggested. It is realized that with the criteria as a frame of reference, some administrative conduct may be negative rather than positive. For the most part, the suggested behavior samples for each success criterion will be stated in positive form. These samples are judged to be representative only; they are not comprehensive formulations.

**Criterion One:** Educational administration employs a creative approach to matters of educational concern.
Behavior samples:

1. The administrator is sensitive to problems which deserve his attention and takes appropriate action towards their solution.

2. The administrator considers a number of possible solutions before making a decision.

3. The administrator maintains an objective attitude towards possible solutions.

4. The administrator insures that all pertinent data are collected and examined.

5. The administrator cites the unusual facets, or the unique features, of the immediate situation which necessitate original consideration.

6. The administrator encourages others to be inventive.

7. Other behaviors. (As observed)

Criterion Two: Educational administration promotes and secures the professional growth of the people connected with and related to the educational enterprise.

Behavior samples:
1. Teachers, students, and laymen grow by participating in goal-setting, policy-making, and evaluating.

2. The administrator devotes the majority of his time to contacts with people.

3. The administrator spends a decreasing proportion of his time in merely serving as a status official, or in dealing with the routine management.

4. The administrator is aware of the growth which has occurred on the part of faculty members, students, and others.

5. The administrator designs activity to sensitize others to a need for further improvements.

6. Administrators and teachers have professional library resources in relation to current educational problems.

7. Students are given an increasing amount of responsibility in the life and work of the school.

8. The administrator provides for a plan of teacher intervisitation.

9. Faculty members have a salary incentive to continue their professional study, or to improve through such means as travel.
10. The administrator contributes to the development of student self-control.

11. The administrator assists teachers and other school personnel to have and to use new and better aids or equipment.

12. The administrator, faculty members, and others possess accurate information as to the philosophy, goals, and practices of other good schools.

13. Other behaviors. (As observed)

Criterion Three: Educational administration manifests high ability in the assessment of values, purposes, needs, and in their translation into realistic educational goals.

Behavior samples:

1. The administrator defines and evaluates in his own mind the needs and purposes of public education.

2. The administrator is sufficiently aware of the educational needs and desires of:

   a. The community
   b. The faculty and other school staff
   c. The students
   d. Adults for services of the schools
3. Leaders in the community have been helped to be aware of the educational needs and wants of the community.

4. Faculty meetings are devoted to a study of educational needs and purposes.

5. Students have means of informing the administration of student needs and desires regarding the educational program.

6. The administration has provided special services to meet the differentiated educational needs of students or adults.

7. The administrator uses the tools of research to identify educational needs and purposes.

8. The faculty and community groups become less dependent upon the administrator for the initiation of studies or deliberations regarding educational needs and wants.

9. Faculty members speak intelligently and openly concerning the apparent adequacies or inadequacies of the educational program.

10. Educational administration cites inconsistencies between educational practices and beliefs.
11. Other samples. (As observed)

Criterion Four: Educational administration exhibits skill in appraising the manner in which existing situational factors will affect the attainment of goals.

Behavior samples:

1. The administrator is well informed on the present administrative code of the board of education, including mandates affecting future action.

2. The administrator collects, organizes, and files data which accurately portray the community's potential for goal attainment.

3. The administrator is aware of school and community tradition but does not permit such knowledge to prevent attempts at relevant changes.

4. The administrator identifies the causes for the successes or failure of particular educational endeavors.

   a. What existing factors or groups contributed?
   b. What special groups were formed, or should have been formed?
   c. What power sources aided or blocked?
   d. What power conflicts used educational goals as an issue?
5. The administrator exerts or maintains face-to-face influence directed at goal attainment.
   a. With teachers
   b. With students
   c. With other staff members
   d. With related groups and their leaders.

6. The administrator identifies incompetent school personnel, promotes their improvement, or failing in this, recommends their replacement.

7. Changes in educational goals result in a modification of the service offered by the school's guidance and counselling program.

8. The administration sponsors informal social events for common participation.

9. The administration promotes the solidarity of all groups working toward educational ends.

10. Other samples. (As observed)
Criterion Five: Educational administration establishes and maintains an appropriate climate which enables effective contributions by those involved.

Behavior samples:

1. The administrator judiciously gives commendations whenever and wherever credit is due.

2. The administrator is a good listener to:
   a. approbations
   b. criticism or complaints
   c. suggestions for improvements or for co-operative relations

3. The administrator reflects an attitude of courtesy and consideration to dissident individuals or groups.

4. The administrator is adequate in his social perceptions.

5. The administrator supports the teachers in reasonable student referrals.

6. The administrator gives sufficient advance notice of any changes to occur in the regular schedule.

7. Teachers are fully informed concerning their contractual and professional status.
8. Teachers share in identifying the things which a good teacher does.

9. Teachers understand and apply good principles of social behavior.

10. Face-to-face relations with representatives of cooperating agencies are courteous and friendly.

11. The spirit of the student body indicates a wholesome group attitude.

12. The faculty and students are aware of a spirit of teamwork.

13. Teachers believe the administrators and the board of education treat them fairly.

14. Other samples. (As observed)

**Criterion Six: Educational administration initiates and maintains procedures and structures which enable broader participation in the administrative process.**

Behavior samples:

1. All administrative assignments are clear and explicit.

   Each staff personnel member knows what is expected of him.
2. Planning occurs through group deliberations on common problems.

3. Decisions are reached through consensus rather than majority adoptions.

4. Group members participate to the best of their ability.

5. Group planning is becoming increasingly effective and efficient.

6. The administration has appointed and utilizes the thinking of such groups as an educational council and a lay advisory committee.

7. The students and faculty plan and evaluate action together with respect to:
   a. learning experiences
   b. recreational programs
   c. social events and activities
   d. community services

8. The administrator takes appropriate action when organization-roles are not fulfilled properly.

9. The board of education serves effectively as:
a. an employing authority or agency
b. a legislative council
c. an evaluative body
d. a judiciary group

10. The administrator functions in group planning without asserting his status officialdom.

11. Special committees are given clearly assigned roles in relation to educational administration.

12. Parent-teacher organizations work harmoniously with the educational administration.

13. Other samples. (As observed)

Criterion Seven: Educational administration secures an effective utilization of all available resources.

Behavior samples:

1. The school has co-operatively formulated a policy concerning learning activities which take students out into the community.

2. The teachers periodically, as related to classroom purposes, take students into governmental offices, stores, manufacturing plants, parks, and the like, in the vicinity.
School officials, teachers, and students invite community members into the school to serve as a resource in learning.

Films, film strips, and other media, are used frequently and are related to a learning unit of current consideration.

Some school personnel are members of the policy-making bodies for educational related agencies such as the Boy and Girl Scouts, The Y.M.C.A. and the Y.W.C.A., the public library, and the like.

School officials have had recent face-to-face relations with officials of such agencies as the service clubs, the church groups, the juvenile court, Scouts, and the like.

The school serves as a community center.

The school system provides a program of adult education.

The school offers some type of work experience opportunities.

The school develops some community-centered units of study.

The students participate in some socially useful service projects within the community.
12. Teachers plan together to see how each can supplement the efforts of the other.

13. The school has a plentifully supplied and well organized school library, or functional classroom library units.

14. The school sponsors various student activities: the student council, the newspaper, the yearbook, the student handbook, student-participation assemblies, dramatics and music organizations and events.

15. The total educational program is appropriately extensive in relation to the type of the community.

16. Other samples. (As observed)

Criterion Eight: Educational administration envisions the totality of administration and integrates its component elements to secure established objectives.

Behavior samples:

1. The school plant facilities are co-ordinated with enrollment and program demands.

2. The ability and preparation of school personnel are co-ordinated with the needs of the school.

3. The activity program is co-ordinated with the daily schedule.
4. Inter-school relations include devices or programs for articulation purposes.

5. Teachers identify their common educational purposes and work together to attain them. This may be direct assistance or supplemental effort.

6. Emergencies are handled as emergencies. These should not persist and become a part of the school program without being related to the educational objectives of the school.

7. The duties ascribed to the student council are coordinated with the educational goals of the school.

8. The objectives and activities of parent and lay organizations such as the band parents club and the boosters club are consistent with the school's educational purposes.

9. The educational administrator applies effectively all phases of the administrative process — planning, organizing, directing, co-ordinating, controlling — to all significant operational areas of the system.

10. Methods of teaching and working with students are consistent with objectives of democratic education.
11. Methods of reporting pupil progress to parents are the products of co-operative agreement as to the learning and growth responsibilities of the school.

12. The projects of the parent-teachers association are consistent with and related to the recognized educational goals of the community.

13. Other samples. (As observed)

Criterion Nine: Educational administration provides for systematic review of all phases of the educational venture and effects desirable reconstructions.

Behavior samples:

1. Educational administration has recently reviewed aspects of its educational values, purposes and goals.

2. The administrative staff, faculty, and others, periodically hold appraisal sessions.

3. Educational administration uses valid instruments for objectively measuring some of the educational results of the school's program.

4. Co-operative action is applied to the interpretation of the results of measurement or appraisal.
5. The administrator visits classrooms for firsthand knowledge of educational activities.

6. The secondary school is a member of an accrediting association, and the staff participates in the evaluation program of the association.

7. The school staff has identified social-community changes which have been suggestive of need for a change in the educational goals or in the school program.

8. The school staff has recently taken action to overcome discovered weaknesses.

9. The administrator shows evidence of his own in-service improvement.

10. The administrator helps teachers to learn techniques of self-evaluation.

11. The administrator is well informed concerning the teacher's professional knowledge, skills, and interests.

12. The students have channels of communication which they understand and use to make suggestions for school improvement.

13. Other samples. (As observed)
II. IDENTIFYING SOURCES FOR OBSERVING THE CRITERIA BEHAVIORS

The judgments related to a determination of the sources to be utilized in making a limited check upon the validity of these success criteria in educational administration have been influenced by the conclusions of Woodward. This investigator disclosed that in Virginia seventy per cent of the total educational administration competencies needed were common to the positions of the superintendent, the principal, and the supervisor; seventeen per cent were common to just two positions; twelve per cent were applicable to one position only.

On the assumption that similar conditions would apply to educational administration in Ohio, the success criteria will be checked against the administrative behaviors of superintendents, local executive heads, and elementary principals only. The work of the local executive head usually involves close working relations with the secondary school; hence, the observation of the behaviors of a secondary school principal will not specifically be undertaken. The administrative activities of school supervisors are assumed to be largely included in those of the other status administrators; therefore, supervisors will not be directly checked in this field research.

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To avoid bringing embarrassment or undue attention to any person or school community, this study will not name any of the school officials who are the subjects of observation, or the school districts in which they administer. The immediate purpose of the field research is to ascertain what differences exist in the administrative behaviors of a limited number of administrators, and to consider whether the success criteria are useful in assessing these variations.

Selecting the elementary principals. Two elementary school principals will be selected as subjects for observation in this validation effort. Three members of the central administrative staff of a sizable city school district in Ohio will be asked to compare independently by a quartile ranking the elementary school principals of the system. The two subjects selected will be unanimous nominations of one each from the first and the fourth quartiles. This proposal assumes there will be at least one principal who is judged by the three central administrative officers to be in the first quartile and another unanimously considered to be in the fourth quartile.

No indication will be made on this rating sheet respective to qualitative "distance" between the first and the fourth quartile of these rankings. As a further precaution, the ranking sheets submitted will not designate the official who made the comparative judgment.
The elementary principals who have been selected as subjects for this research will be invited to participate in the project. It is hoped this co-operation will be entirely voluntary.

Selecting the local executive heads. Two local executive heads within the same county school system in Ohio will be nominated by a panel of three judges. The panel will consist of the county superintendent, the assistant county superintendent, and a staff member of the Community-School Development Study at The Ohio State University, a staff member who has worked extensively with these local executives.

The subjects chosen will be one who has been unanimously judged to be in the first quartile, and one who has likewise been ranked in the fourth quartile. Designators will not be identified with the particular quartile listings. Each subject selected will be invited to participate in furthering the objectives of this field study.

Selecting the superintendents. The two superintendents asked to contribute to this research will be chosen from among the school superintendents who are officials in Ohio cities that range from a 1950 census population of approximately 14,000 to 35,000. It is assumed that this population range will include those school situations most typical of Ohio cities. The field research of this study is not sufficiently extensive to include
representatives of county or the exempted village school superintendencies.

A panel of five will be requested to make quartile rankings of those relevant superintendents about whom the panel member is informed. The panel will have the following composition:

1. An official of the state department of education of Ohio

2. A field service representative of a professional educational organization in Ohio

3. A professor of education at The Ohio State University

4. A staff member of the Bureau of Educational Research at The Ohio State University

5. A staff member of the Community-School Development Study at The Ohio State University

If no one superintendent is given unanimous ranking in the first or in the fourth quartiles, a four-out-of-five designation will be deemed sufficiently significant for purposes of this study. Under no circumstances will the jurors identify their respective rating sheets.
III. METHODS OF OBTAINING AND RECORDING THE FIELD DATA

The use of mailed questionnaires to obtain the pertinent data for the field research has been rejected. It is believed the respondent would experience difficulty in making essential interpretations, and such a device would be very time consuming for each subject. There is also the supposition that the respondent to a questionnaire often answers certain types of items in the way that the answerer feels he is expected to respond. This answer is often dissimilar to the realities of the situation. Furthermore, firsthand impressions would be lacking if only a device such as the questionnaire were to be used.

The field research will be undertaken through direct visitation to the respective school situations. The co-operating administrator will be directly observed. Teachers, students, other school personnel, and perhaps members of the board of education will be interviewed. The possibility of conferring with other community leaders is problematic; however, this may be done in situations where it is readily possible.

The observer will take notes on all points to be covered during the visitation. These will be recorded on small index cards because these will be less obtrusive than large check sheets. After the visitation, the data will be transferred to the check sheets and ratings applied. Some of the observations
will be presented in the form of anecdotal records.

The check list used in this study will be compiled from the behavior samples suggested in section one of this chapter.

**OBSERVER'S CHECK SHEET AND RATING SCALE**

<table>
<thead>
<tr>
<th>Behavior Samples to be Checked</th>
<th>Scale - Evidence of the Behavior</th>
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<tbody>
<tr>
<td></td>
<td>None or negative = 0</td>
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<tr>
<td></td>
<td>Slight = 2</td>
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<td></td>
<td>Good = 5</td>
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<td></td>
<td>Outstanding = 7</td>
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</table>

<table>
<thead>
<tr>
<th>Scale - Basis of Judgment</th>
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<tbody>
<tr>
<td>Plentiful = 1</td>
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**Behavior samples: Criterion One**

1. The administrator is sensitive to problems which deserve his attention and takes appropriate action towards his solution. _______________________

2. The administrator considers a number of possible solutions before making a decision. _______________________

3. The administrator maintains an objective attitude towards possible solutions. _______________________

4. The administrator insures that all pertinent data are collected and examined. _______________________

5. The administrator cites the unusual facets, or the unique features, of the immediate situation which necessitate original consideration. _______________________

6. The administrator encourages others to be inventive. _______________________

7. Other behaviors observed:
It should be noted that the Observer's Check Sheet is constructed from the behavior samples related to each particular criterion, and the addition of a rating scale. As it would be needless repetition to record all nine of the criteria in the form of the Observer's Check Sheet, that for Criterion One will be included as illustrative material.

The following chapter will report the results of the field observations and interviews pertaining to the selected educational administrators.
CHAPTER V

APPLICATION OF THE SUCCESS CRITERIA

According to the method described in Chapter IV, six educational administrators were selected to enable a limited check upon the validity and usability of the success criteria. These Ohio administrators consisted of two city superintendents of schools, two executive heads of local school districts within the same county, and two elementary school principals employed by the same city school system.

All of these administrators were observed and interviewed on the job. Considering that no two days in the life of an educational administrator are likely to be identical, the observations were restricted to what occurred or was presented at the time of the visit. It is recognized that had the interview occurred at a time different than scheduled, a different check on the criteria might have resulted. While this assumption might have bearing upon each individual case, it is assumed that by observing six executives, the comparative findings will be reasonably typical of administrators. In short, only one of the administrators indicated that the interview came at an inopportune time; therefore, in this instance, it may be questionable whether the conditions which prevailed at the time were the usual circumstances.
In this chapter the writer will present a descriptive account of each observation, and an analysis and interpretation of each interview relative to the success criteria. These will be recorded in the order in which the administrators were interviewed. A summary of the comparative findings pertaining to the criteria will conclude the chapter.

I. LOCAL EXECUTIVE NUMBER ONE

Description of the visit. This local executive head had been contacted by a letter in which the nature of the research had been explained and his assistance requested. The nature of the response is placed in the executive’s own words, "I am quite interested in the project and I would be happy to have you visit our school on Wednesday, ---." Upon arrival, the interviewer waited in the office until the executive completed the first period of instruction. When the executive came to the office he was very cordial in his greeting. Although he was not apologetic, he explained that he was teaching under an emergency situation. The military had recently called to duty a high school teacher for whom no substitute was available. The executive pointed out that there were only ten high school teachers available as substitutes in the entire county system.
He regretted that this circumstance meant occasional irregular schedules in the high school, and that his time and energy for administration were cut in two by his part-time classroom duties.

This explanation opened a discussion about faculty personnel. The executive thought that generally the faculty was quite satisfactory under the prevailing shortage of teachers. He was hopeful that the vacancy which existed could be filled by the end of the week.

The interviewer asked about faculty meetings and was informed that by faculty decision the elementary staff meets regularly every two weeks, while the high school staff meets every three weeks. The executive found this time difference interesting. He stated that elementary teachers generally prefer working at in-service projects. The elementary faculty had studied and discussed report cards and grading standards this fall. The executive noted that considerable evidence of diversity of thought prevailed at the opening of faculty discussions. He believes that teachers develop as a result of this type of interaction. He thinks that a teacher becomes a better professional person, if in group meetings the teacher must express beliefs and defend them.

He stated that younger teachers are often arbitrary in their views, that somehow greater experience in working with children and fellow teachers results in a favorable modification of points of view. He, therefore, does not get disturbed by the younger
teacher's initial attitude on school issues. He feels that most of them develop very well under experience and in-service opportunities.

The interviewer commended the executive upon the professional library which was visible in the office. He gave assurance that the materials were accessible to the teachers. He mentioned several who had recently withdrawn certain volumes. This faculty utilizes the professional book-of-the-month list in stocking the professional library. This assures that good current materials will be at hand.

By this time the administrator started to check through the morning's mail. He expressed concern that he might be spending too much time on incoming mail. Materials which were relevant to the work of various teachers were routed to the respective individuals. The executive felt that in his situation he was obligated to keep informed on these latest announcements of new and important developments.

Upon inquiry, the executive responded that two major developments needed to be faced by the community and the total administration. For one thing, he felt that the testing and guidance program and services needed to be expanded. He recognizes that a good start has been made, but feels that the program is not sufficiently comprehensive.
Of greater significance is the fact that the present school plant is crowded. More classrooms and special facilities are needed to make the educational facilities adequate. In addition to being cognizant of the plant features which were needed, the administrator was well versed in the pupil enrollment story. He had projected the total enrollment figures, basing his technique upon the Engelhardt study. He had prepared charts to use in educating the faculty, the board of education, and the community to an understanding of the impending needs.

The executive believes that next year the board of education must place a bond issue before the citizens of the district. Preparing for an adequate building program is complicated by the fact that under prevailing conditions the district can bond itself additionally on $1,50,000.

A more serious complication lies in the fact that a number of high school tuition pupils swells the current enrollment. According to the executive, several adjacent districts send their high school students to the district where he is the administrator. He is glad to have more students in his high school organization, but is concerned that there is no stability to a tuition proposition. It must be regarded as a variable factor. He thinks that these adjoining elementary districts should logically become a part of a new recognized district which would include his district. This possibility has been studied and proposed, but the adjacent districts seem to be unready to take action.
these districts could reach a decision before his own district prepares a study of school plant needs, judgments could be made on a more secure basis, reasons this administrator.

This executive did not spend long periods of time in his office. There is a full-time secretary who appeared to care for the routine matters very efficiently. Once during the secretary's absence, the administrator answered a telephone call. His manner was affable and adroit.

At the conclusion of the explanation of the building needs, the administrator suggested a tour of the buildings. He said that would provide an opportunity to derive firsthand impressions and a way of meeting some of the staff.

The school system is organized on the 8-4 plan. Each division has a principal who assists the local executive. The high school building houses grades nine to twelve inclusive. Although the vocational agriculture classroom is in the main high school building, the farm shop and the industrial arts shop are housed in a temporary frame structure. The administrator cited this as one of the unsatisfactory conditions.

Grade six, seven, and eight are housed in the old village school which has been modernized and decorated. Connected to this old building is a modern elementary unit now in its sixth year of use. This newer structure serves grades one through five.
The interviewer was presented to the two principals, the members of the custodial staff, and to six teachers during the tour of the school plant. Each person received the visitor graciously and offered to assist in the purposes of the visitation in any way possible. These characteristics of friendliness and helpfulness seemed general among the personnel.

The attitude of the executive, as well as his words, indicated that he liked the work of the custodians. He believes the men take pride in the care of the buildings. The conditions attested to this fact. The building now in the sixth year of use looked as fresh, bright, and carefully conditioned as though it had been used but two years. The administrator found something about which to commend each custodian. Each reacted favorably to this recognition. One custodian informed the executive that one of their problems finally had been alleviated. The new valve to one of the drinking fountains had arrived and had been installed. The custodian seemed sensitive to the inconvenience that had been caused by the delay in securing the necessary valve replacement.

Staff relations seemed to be good in this system. The administrator undoubtedly deserves considerable credit for this situation. For each teacher that was mentioned, he found something positive to comment upon. He appeared to possess a very good understanding of each teacher's assets and contributions to the school and community.
The full-time secretary has all of the usual machines and equipment to facilitate office work.

The faculty has a lounge room in the elementary building.

Upon returning from the trip through the buildings, the executive received a representative from the American Automobile Association. This official was not a stranger to the school administrator; nevertheless, he was cordially and courteously greeted. As the representative had brought materials useful in the organizing of a school safety patrol (plans were underway), the secretary was asked to call the teacher of driver education who is to be responsible for supervising the patrol.

During the discussion between the driver education teacher and the AAA representative, the teacher suggested that the manner of marking the Driver Education car be changed. The executive seemed pleased by the fact that this teacher had been thus reflective about matters within his responsibilities.

At the noon intermission, the administrator insisted that he should lunch with his visitor. Two of the men teachers comprised the luncheon group. No one was hesitant about raising professional problems for both serious and humorous reaction.

After the lunch hour, the administrator's behavior was noted respective to a teacher-executive conference. The subject of the conference was the attitude and behavior of a high school
student. The complaint was listened to in a thoughtful manner. The executive indicated prior knowledge of the student in question. By a series of questions the executive was able to help the teacher formulate a plan of further action. At no time did the executive place the teacher under judgment as a contributor to the poor student-teacher relationship for which improvement was sought. The executive knew about the personal problems and the home background of this student. He cited their relevancy to the teacher's understanding of the case.

This conference evoked the thought that the administrator knew the community very well. Some of the things that are done to foster good school-community relations are the following:

1. A Band Parents club is very active.

2. An adult program in vocational agriculture is sponsored.

3. A community School-Study group of thirty-five members has started its third year of activity. It is developing more initiative and a better focus.

4. The Women's Junior Study group requests information on school problems from time to time.
5. One church group has shown an interest in school needs.

6. The school publishes a Yearbook which has wide circulation in the community.

7. Newspaper coverage is ample. There is a school column in the local weekly, a column in two daily papers, in addition to the school paper which is distributed bi-weekly.

In relation to the pupil personnel area, the following relevant items were disclosed:

1. There are now over 800 students enrolled in grades one through twelve, a noticeable increase.

2. The principal directs an orientation program for all ninth grade students who meet in four sections for two periods each week.

3. There is an F.T.A. group of fifteen members who assist regular teachers upon occasion.

4. A student council (weekly meetings) is active.

5. A registered nurse is on half-time duty. Health service rooms are available in the elementary building.
6. Students in the office practice class are given experience through assistance in the school office.

7. The folder type of cumulative record is in use.

8. The testing program includes mental ability, psychological, diagnostic reading, and interest inventory tests. Aptitude tests are under consideration.

9. Advance registration is a policy each spring. Eighth grade pupils are directly counseled by the high school principal. The results of the interest inventory test are considered in counseling. The eighth grade students from the adjoining elementary districts are brought in for a day of visitation, and for counseling relative to the freshman program.

10. The high school principal devotes much of his non-instructional time to counseling with students. One was observed in process during the time the interviewer was about the office.

The local executive is now on a five-year contract. He was originally employed on a two-year basis. He has good command of the facts relating to the administrative organization. Without reference to written reports, the executive gave the personnel as thirty-four teachers, seven bus drivers, three full-time and
one part-time custodians. He stated that the tax valuation of
the district was $6,317,000. The tax effort for schools was
thirteen mills for operation with two and six-tenths mills for
debt service. The operating budget was given as $173,000 annually.

He is well informed about the school transportation system.
An excellent map indicates each bus route, and the relative loca­
tion of the students.

The board of education has one new member who came on the
board by appointment. The executive believes the community has
representative people serving on the board. The clerk of the
board is capable; however, the executive regretted that the clerk
could not have more time for joint efforts with the administrator.

The executive stated that the in-service program of the
county system was of considerable value to him. The county
superintendent meets monthly with the local executives. The
elementary principals also meet monthly. Overnight and camp
workshops are a helpful part of the county program.

Analysis and interpretation. The interviewer's observations
of the administrator must enter into his judgments of the administra­
tive behaviors which bear upon the success criteria.

As indicated in Chapter IV, the evidence of the behavior
samples relating to the success criteria is judged according to
the following scale: none or negative, 0; slight evidence, 2;
good, 5; outstanding, 7.

Table IV gives a summary of how, in the interviewer's judgment, local executive number one rated as measured by the success criteria. The use of the rating sheet has two purposes. First, the reference to the administrative behaviors which are assumed to support the success criteria will serve to test the criteria. Second, the results from the use of the rating sheets will be weighed against the collective judgments of the professional panels who aided in the selection of the administrators. In other words, are the results as determined by the success criteria consistent with the comparative ranking of the administrators in the designations of the panels?

By reference to Table IV, several observations will be noted. Behavior samples relative to every criteria were observed or located. Executive number one was the lowest on criterion seven which pertains to effective utilization of all available resources. Ample evidence of behaviors were obtained for criteria one, nine, four, and five. These refer respectively to the creative approach, provision for systematic review, appraisal of existing factors, and the maintenance of appropriate climate.
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Composite Average 4.6
II. LOCAL EXECUTIVE NUMBER TWO

This executive head was a substitute for the one designated in quartile four by the selection panel. The executive who, according to the basic plan of this field, should have been visited ignored the writer's proposal. This lack of response was quite in contrast with the reception and co-operation given by the executive described previously.

Local executive number two had not been placed in quartile four by the selecting jury. As he had likewise not been ranked in quartile one, it was assumed that his administrative behaviors would offer some variance with those of case number one.

Description of the visit. The writer contacted local executive head number two by telephone on the afternoon before the visitation. The executive's first reaction to the proposal was one of rejection. After the executive recalled that on one occasion he had met the writer, he informed the writer that the next afternoon the hours of one to three would be reserved for a conference pertaining to this project.

At the appointed hour, the writer was received by the executive who apologized for his initial reception. In his defense the writer pointed out that the proposal was on short notice, that the executive was undoubtedly very busy, and that perhaps the
intent of the visit had not been made clear during the proposal. Although the writer again stated that he would like to be an observer as the executive performed his duties, the executive dismissed several students who called at the office. The administrator took the initiative to say, "Now, anything you may wish to know about, I'll be glad to tell you." Thus, the visit to observe an executive at work developed into an interview situation.

The writer did not wish to structure the interview in the direction of the success criteria. The executive was first asked to describe the characteristics of his community. It was hoped that once the conference opened, it would move along rather spontaneously. This hope was only partially realized, as the executive only occasionally took the initiative.

This study will record a partial account of this interview. Those topics which were treated more descriptively, or which more truly revealed the executive's philosophy will be cited.

The school community was described as comprising three district elements. One section was agricultural with small and near-marginal farms. These school patrons were inclined to be very conservative. Another element contributed transiency to the situation. There were tenants who commuted to their places of employment. A third area involved a residential section which included families of substantial means. These parents held high expectancies for the school. This group of citizens desires...
to take the district control from the conservative agricultural group.

The executive, in his third year of service here, pointed out that his predecessor erred in siding with one group. The present administrator believes he could not serve the district well, if he were to become partial to one of these diverse groups. He desires to provide leadership, but he wants to avoid factional support.

In two years the total school enrollment has grown from 280 to 408. An addition to the building has been completed; however, the planning was too conservative and the high school program needs more facilities.

The administrator thinks that the changing character of the community has implications for the school program. The number of college preparatory students is not increasing in proportion to enrollment increases. He suggested a shift from agriculture to industrial arts and proposed a more comprehensive business education program.

Reasonable knowledge of the fiscal operations of this school district was manifested. The executive pointed out possibilities for the eventual enlargement of the district through consolidation.

With reference to the board of education, there is the feeling that the ablest leaders in the community are not on the board.
The members are willing and well-meaning but are too conservative. There is little competition at elections for board membership.

How is this school faring during the shortage of teachers? This year out of a total of fifteen teachers, four are on temporary (one year) certification. Three of these are in the elementary school. Most of these teachers are carrying summer classes at the university. The executive believes the temporarily certificated personnel are doing creditable teaching. Two beginning teachers have made a good start in the profession.

The executive, in touching upon the value of student teaching, expressed the belief that the period of time devoted was not as important as the element of realism of the experience.

With the assistance of the county staff, the executive manages a satisfactory in-service program for the faculty. The executive himself teaches two classes per day. The faculty is organized in committees this year. Progress in this new development has been good. The participation of the elementary teachers seems to be on a higher level than that of the high school faculty. High school teachers emphasize problems of student controls almost exclusively. The executive thinks this narrowness can be changed. The faculty is attempting to improve its professional library.

There is no school secretary, although students assist as receptionists. The executive hopes to have a secretary-clerk employed eventually. At present, one of the teachers is assigned
to handle the daily attendance matters.

**Analysis and interpretation.** The interviewer's general reaction to executive number two is that this is a case of a fairly able young administrator who is just getting things to move.

On the basis of the limited interview, this executive measures up to the success criteria as summarized in Table V. With a composite index of 2.5, this administrator indicates a slight evidence of behaviors which are assumed to structure the success criteria. Low ratings were associated with criteria five and seven. These deal with the maintenance of an appropriate climate, and utilization of available resources. The criteria carrying the higher ratings were four, nine, and one, which are: skill in appraising factors, provision in review, and the creative approach.

The point should be emphasized in this case study that undoubtedly the meager evidence relating to the administrative behaviors was due to the limitations of the interview technique. Had an opportunity been given to observe this executive at work, much more evidence of the presence of the criteria behaviors would undoubtedly have been encountered. This would be particularly true with respect to criterion five which relates to climate and consideration in interpersonal relationships.
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Composite Average 2.5
III. CITY SUPERINTENDENT NUMBER ONE

Description of the visit. This superintendent of city schools began his work day at the office at 8:30 a.m. His first activity was a short conference with the director of instruction, a newly created position in the administrative organization.

The superintendent explained that the immediate matter confronting his administration was an election campaign for a special operating levy. The issue before the community was a vote to renew a tax levy of seven and one-half mills and to include the addition of one-half mill.

The administration had gathered data to support the request for the small additional millage. One impressive item was the fact that the school system had 510 more students than there were a year ago. The superintendent pointed out this increase was due to the rise in birthrates and to the growth in the population of the city.

A second matter of evidence designed to encourage support of the proposed tax levy consisted of a chart showing the expenditures for schools among fifty cities in Ohio. The superintendent pointed out that mingled emotions would be aroused by the fact that this city ranked forty-fifth from the top (descending rank by amount of per pupil expenditures).
Apparently the director of instruction was serving a broader scope administratively than the title might indicate. The superintendent reviewed with the director the plans for the various publications which were to be utilized in carrying their story of need to the citizens.

In a comparatively short space of time the superintendent gave attention to the following routine matters:

1. Attended to daily mail referred by the secretary.

2. Double-checked invoices to be presented to the board of education at the next meeting.

3. Proof-read statement of the agenda to be sent to the members of the board.

4. Compared current publicity devices with those used in previous tax levy campaigns. He concluded that current materials should be as effective as former ones were. All previous levies had been approved by the voters.

Some reference was made to the policies under which the board of education operates. The board holds open meetings; however, very few visitors ever appear. The actions of the board are published in the city press. The clerk-treasurer is a full-time position in the central administrative office. The board is now focusing on having the 1946 school system survey brought
up-to-date.

With respect to board personnel, the superintendent stated that the members were truly representative of the community. One or two board members are college graduates.

This superintendent was observed in the following face-to-face relationships:

1. Conference with the director of instruction.

2. Conferences with the secretaries.

3. Consultation with a teacher who was to be speaker in support of the tax levy.

4. A representative of the firm responsible for the printing of the publicity materials counseled on technical points.

5. A meeting of the elementary and junior high school principals.

6. Conference to check an assignment given to the head of the maintenance department.

The superintendent explained that the elementary schools were larger units than those usually developed in cities. He thought there might be a slight saving for operation and
maintenance, but he personally preferred a policy of smaller elementary schools in order to keep the units closer to the residence of the younger students.

After the lunch hour the superintendent met with the principals of the elementary and junior high schools. The purpose of the meeting was to check over plans the various principals were making for the observance of American Education Week, and to plan for student participation in the tax levy drive.

This meeting was not a work group in the sense that a problem was submitted and a solution sought. Although there was some interaction among the staff members, the procedure consisted largely of each principal's reporting on tentative plans. Several of the principals seemed quite inventive and resourceful in anticipation of various ways to attain these immediate objectives.

The chairman of the meeting was the superintendent. The principals seemed respectful of the superintendent's suggestions. There was little evidence that any principal was trying for the approbation of the superintendent. Relations were relaxed, yet professional.

At the conclusion of the staff meeting, the superintendent requested one of the principals to conduct the observer on a tour of his building, one of recent construction. A visit to
this elementary school was profitable in that the efforts of the administration could be directly observed at a level which touched the children. Although this school possessed the latest special facilities for special services in the educational program, the enrollment had increased to the extent that the library has had to be converted into a classroom.

Analysis and interpretation. As compared with his administrative peers, this superintendent had been placed in the fourth quartile by the selection jury. The judgment of the panel may have been influenced by the fact that this superintendent has had impaired health for several years. Improvement in health is underway, and at the level of administrative action the superintendent appeared to be accomplishing improved administration.

This generalization might appear inconsistent with the administrative behaviors as measured against the success criteria and summarized in Table VI. The reader should be cautioned against using these numerical averages as any basis for comparing all of the administrators.

This is a report and an interpretation of an observation of one day in the life of a city superintendent of schools. This procedure does not reveal as many clues to the varied administrative behaviors as would be revealed through an interview technique, or as would be revealed by observing an administrator who functions closer to the teacher-pupil level of action. In short, no attempt
### TABLE VI

CITY SUPERINTENDENT NUMBER ONE AND THE SUCCESS CRITERIA

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<td>Composite Average</td>
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should be made to compare Table VI with Tables IV and V with the hope of determining which administrator is the best of the three. The summary in Table VI may more properly be related to that in Table VII, because both refer to the same type of administrative position.

In the day spent with this superintendent, some behaviors were observed with respect to each criterion. The fact that the evidence of administrative behaviors in support of criteria seven, two, eight, and five, namely, utilization of resources, professional growth, totality and integration of component elements, and appropriate climate, appeared to be slight, does not prove that more evidence could not have been obtained, if more time had been devoted to the field research, or if additional techniques had been applied.

The reader of this study must keep in mind that the field observations were made in order to see whether the administrative behaviors which comprise the success criteria could be found at the field action level. The scale sheet has not been refined as yet into an instrument which may purport to identify statistically the success of each administrator.
IV. CITY SUPERINTENDENT NUMBER TWO

Description of the visit. This superintendent sent a telegram to indicate his readiness to co-operate in the writer's field survey project. Three dates for the observation were suggested in the wire. The actual observations, however, were made on a later date than was originally suggested. This delay was necessitated by an emergency development in the writer's area of operations.

The office staff was efficiently at work when the superintendent arrived. All greeted the official with what appeared to be genuine pleasure. The superintendent indicated to his visitor that he had taken time to transact an item of business for the board, as the clerk-business manager was on vacation.

The superintendent went about his work deliberately but purposefully. Interpretations were interspersed with his work activity.

The most important topics which were touched upon, under the superintendent's initiative, will be given reference. The writer was briefed on some of the more recent developments within the system. Since 1948 the school enrollment had increased fifty per cent. The business administration staff had been expanded, but the secretarial staff had not been augmented. For this reason, this year a part-time administrative assistant was secured to handle school publicity and public relations. School publicity
is interpreted to include administrative publications. The superintendent had been considerate of the title assigned to this new assistant. There was the desire to avoid the impression that the superintendent had been given a publicity agent.

The employment of the person who holds the new assignment indicated the type of resourcefulness possessed by the superintendent. This assistant first applied for an elementary teaching position, but if employed would have been under emergency certification. The superintendent noticed in the applicant's work experience a background in journalism; therefore, the person was offered the job in public relations. The superintendent is highly pleased with the selection.

Recently, this superintendent was one of a panel to present a program at a State University. The topic was School and Press Relations. The school official took along to participate in the discussion program two members of the board of education and the new administrative assistant.

The superintendent gave the writer a copy of an outline to be used in developing a new Employers Handbook. This compilation from the rules and regulations of the board of education has been done by the administrative assistant under the direction of the superintendent. The staff members were encouraged to make suggestions for the revising of the tentative outline. The
following topics are the major divisions of the present outline:

1. School Administration and Organization
2. Policies Relating to the Instructional Staff
3. Policies Relating to Non-Instructional Staff
4. Policies Relating to Pupils
5. Other Personnel Considerations
6. Salary Schedules (All Personnel)
7. Tuition
8. Calendar (Fiscal and School)
9. Textbooks and Supplies
10. Use of Buildings and Properties
11. Related Services

During the morning the superintendent managed several routine duties. As the administrative assistant was ill, the superintendent telephoned to request a news reporter to pick up the release on American Education Week activities in the schools. The call was friendly and cheerful, yet business-like. The press was glad to co-operate. A reporter called for the story in the afternoon and photographed the superintendent in order that the press might have a recent picture on file.
A representative of a community organization called at the office to get names from the superintendent's file of applicants for custodial work. Although the superintendent was helpful in giving information about those he knew, he did not make recommendations for the job in question.

This superintendent is now in the seventh year of his tenure in this community. He escorted his visitor on a tour of the administrative and special service units in the central building. Practically all of these were developed under the leadership of the present administration.

Administratively, this superintendent has the help of a Clerk-Treasurer/Business Manager, and four supervisors in the respective areas of music, elementary, vocational, and curriculum and in-service education.

There is a full-time child study consultant (psychologist) for the system. Facilities are excellent. Three groups for slow-learners are in operation.

A well developed art and audio-visual center is adjacent to the special projection room used for showings to class groups.

During these recent years of expansion two elementary-junior high schools have been erected, and two major additions and remodeling projects have been accomplished. Now under construction is a spacious maintenance and storage building. With this increase
in facilities, the enrollment needs are sufficiently great to justify an intensive survey of the system. Preparatory plans for this survey are now underway.

The superintendent volunteered this concept of his present administrative role, "I am chiefly a co-ordinator and an overseer." He wants to depend on his administrative staff. He feels that each department head ought to know more about his speciality than the superintendent knows about it. He believes this understanding does not interfere with his status as the superintendent.

Prior to the lunch hour, the superintendent visited a junior high school to check on the progress of a construction project. In the absence of the business manager the superintendent desired to be in a position to make a factual progress report to the board of education. For this reason, the warehouse construction project was also viewed by the superintendent.

Upon noticing that his visitor was wearing the insignia of a service club, the superintendent stated that the club held its meeting on the day of visitation. He was a member of a different service club, but suggested that the writer attend the luncheon meeting in the company of three principals who agreed to the plan with good spirit.
With the writer as the sole audience one of these principals stated, "Morale in our system's the highest it has been in the twenty-nine years I have been here. We are now getting things and services we used to just dream about."

At one-thirty in the afternoon, the superintendent met, in a regularly scheduled meeting, the principals of the junior and senior high schools. For an hour and one-quarter, this group considered its responsibilities in the pending school survey. At times the superintendent briefed the group on procedures to follow in co-operating with the survey agency. The group discussed factors which might develop to affect the survey data. Points were clarified and agreements attained.

At the opening of this staff meeting, there was a side light which might be indicative of this superintendent's leadership. The official told these principals, "I'm not going to tell you this (the survey) is not going to take any work on your part."

Although efforts at data gathering would have to be extensive, there were no visible signs of wanting to hold back. One of the principals commented upon the value of what was going to be done.

Upon adjournment of the staff meeting, the superintendent directed his efforts at the office details. For one thing, he set up a report on special education data for the secretary to complete. Five incoming telephone calls were handled courteously and unhurriedly. The news reporter called to pick up the release
on American Education Week. There was a lengthy discussion of the success of similar efforts previously. Last year one of the schools had 650 parents attend a dinner in the school in connection with a special program honoring education.

The superintendent explained the historical origins and growth factors of the city. The important organizations were listed. How could the superintendent work with such diverse interests? Relations are those of consideration, but the schools try to remain the instrument of all the community. The school system has a policy with regard to controversial issues touching the life of the community. Two applications of this policy were cited. The principle incorporated in the policy enables the educational administration to observe a position of neutrality on factional issues. Teachers in regular classes may teach about all sides of the controversial issue, but the teacher is not to advocate any one position. The teacher's function is to assist the students in thinking through the whole problem.

The superintendent's philosophy relative to the use of lay advisory committees is clear-cut. Some groups are used on selected problems. There is no standing citizen's committee on education. Realizing that certain changes could not be accomplished without general concensus, many groups are asked to make recommendations to the board of education. It is clearly pointed out that these are recommendations only, and the board may accept, reject, or modify. The superintendent believes his time counts most for
education when he spends it to educate and improve the board of education, the legal agency charged with the responsibilities of public education.

The superintendent knows the fiscal operations of the system very well. He also seems to know what other comparable systems are doing, or are planning to undertake.

The explanation of the improvements in the salary schedule for teachers was revealing. Today in this system, teachers who begin service there and remain until the maximum salary is reached can expect a graduated increase of over $2000. The former policy of a sex differential in the salary schedule has been modified. Now greater salaries for men teachers do not apply until the teacher has been nine years in service.

The official stated that salary negotiations with the teaching staff was one instance where straight-from-the-shoulder talks must be resorted to. According to testimony from the superintendent, salary schedules had been one of the sensitive points involving the professional teacher's organizations there.

Before taking leave from this active and helpful superintendent, the writer was tendered copies of the annual reports of the board of education, covering the activities of recent years.
**Analysis and interpretations.** Several characteristics seem to typify this superintendent. He is friendly, patient, outwardly unworried, and impressive in his sincerity. Administratively there is good delegation of duties. An excellent effort at inducting new people into the system is apparent, and the initiating of new departures into the system indicates thorough planning. Educational administration in this system presented ample evidence of the presence of nearly all of the administrative behaviors which relate to the success criteria.

The presence of the administrative behaviors for each criterion is summarized in Table VII. According to the writer's judgment, there were only three administrative behaviors listed for which some evidence was not disclosed. The criterion which ranked lowest in evidence was criterion eight, integration to secure objectives, with a general average of 1.8. This figure is practically a 5 which is good on the rating scale. Criterion one, four, and five carried the most plentiful evidence of the presence of the administrative behaviors. These deal respectively with the creative approach, appraisal of existing factors, and maintenance of an appropriate climate.
TABLE VII

SUPERINTENDENT NUMBER TWO AND THE SUCCESS CRITERIA

<table>
<thead>
<tr>
<th>Criterion Number</th>
<th>No. of Behaviors Suggested</th>
<th>No. of Behaviors Identified</th>
<th>No. of Behaviors Rated As 0 2 5 7</th>
<th>Average Evidence of the Criterion</th>
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<tbody>
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<td>9</td>
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<td>12</td>
<td>0 0 9 3</td>
<td>5.5</td>
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Composite Average 5.6
Description of the visit. One-half day was utilized in observing principal number one, a person of considerable tenure in the leadership in this school and its environs. Over the years the principal has built up a sense of pride on the part of those associated with the institution.

When the co-operation of this principal was sought in a telephone conversation, the reaction was immediate. "This sounds like a very interesting idea. We'll be glad to have you visit us."

At the appointed hour, the principal was encountered in the corridor much engrossed in listening to a teacher's report on a home visit. The principal shared with the writer the nature of the informal conference then in progress. Immediately, the writer was presented to a number of the teachers who were coming to the office to check for mail or special announcements. A very friendly, gracious, yet business-like spirit appeared to prevail.

This day involved something special in the school's daily schedule. The music supervisor was serving the school, and on such days the first half-hour is devoted to an opening program in the auditorium. Only half of the 728 students enrolled can be accommodated at one time; hence, a system for taking turns has
been put into effect. This special program, along with other means, seems effective in promoting good solidarity among the student body. The teacher very skillfully intermingled music instruction, music appreciation, and student participation within the program. The students reacted very favorably to the director and exhibited a high level of school citizenship.

Back in the office, the principal checked through the daily absence report which had been prepared by the secretary. The principal commented to the visitor that the staff did not put too much pressure on the student to encourage perfect attendance. Were this to be emphasized, the principal feared that many children would come to school when health conditions really did not warrant.

Sometime after this comment, a fifth grade boy came into the office and requested permission to return home. He complained of illness. The principal asked the lad to telephone home to inform mother. Upon receiving no response to the call, the principal excused the student and asked him to telephone back to the school to assure knowledge of his safe arrival at home. The secretary gave the school telephone number to the boy who soon made the call-back.

The writer was interested in knowing how this elementary school was related to the city school system. The principal
responded that she was directly responsible to the superintendent of schools, or to his assistants within their delegated duties. The principal stated that she liked to have the administrators from the central office visit in her school.

The principal believes she has administrative autonomy to a desired extent. Of course there are a few central office requirements. One policy to be enforced is that teachers are to be on time. Tardy forms have been prepared for reporting cases to the central office. Another general regulation involved teacher "cuts" of professional education association meetings which were in lieu of an official day of school. The policy provides that such "cuts" are to be deducted from the offender's cumulative sick leave. The principal believes these regulations are fair policies.

Emanating from the central office is a matter which is somewhat controversial among the principal's faculty. This matter is usually called the "extra pay for extra duties" policy. Some of the teachers apparently believe it is difficult to define "extra duties" in a way that bring equitable consideration to all teachers.

Touching upon community relations, the principal was quick to point out two dislikes. She does not take to be "cultivated"
by any of the community "specialists." Nor does she like to be set apart as being different from others in the school or community.

There are only two elementary schools in the city without parent-teachers associations, her school being one. When the school was new she acted on the policy, a P.T.A. is up to the parents. Sporadic parental inquiries have arisen, but no organization has been attempted. Mothers and parents groups are worked into the school program upon occasion. A large attendance of patrons was secured at the last "open house." The faculty is considering the practicability of sponsoring Mother's Clubs at the kindergarten-primary levels.

The visitor was invited to accompany the principal as she went among the various classrooms. The school is apparently used to having the principal visit the rooms. No one seemed to be thrown "off-stride" by the presence of visitors. In fact, both the teachers and the students seemed to really enjoy having visitors. It was noticeable that plenty of praise was dispensed to the students by their teacher and the principal. There was abundant evidence in this school that improvement can result from building upon the positive.

The school citizenship appeared so excellent that the visitor inquired about discipline matters. There are, of course, individual problem cases. The principal discourages teachers from sending
behaviors to the office. She asks that the teacher bring the student to her. This administrator prefers that teachers share their problems with her. From several instances referred to, one judges that she has a number of subtle approaches inviting the teacher to seek the principal's counsel.

What are some other problems in her leadership with the faculty? Frequently the young teacher wants to teach as someone taught the teacher. This is often a block in the attainment of in-service objectives.

The faculty members are organized into primary, middle, and upper groups, each electing its own professional chairman. Each group also elects one of its number to serve as the social chairman. Some of the special assignments are appointive, for example, the Junior Red Cross chairman. The principal observed that many of the younger teachers need to learn how to work together in group action. This school does much group work at the student level in the classrooms. Through in-service study the faculty has come to value attractive rooms, colorful exhibits, and an abundance of teaching aids. The principal encourages these efforts and works directly with teachers to attain these goals. Representatives of the faculty participate in system-wide activities and report back to this faculty unit.
Basically, the school operates a self-contained classroom program. Music is departmentalized to a certain extent. The physical education teacher is a special faculty member. Children are grouped according to the best interest of the student. Teacher personality must be a factor to be considered.

Children are permitted to start first grade if the child will be six by the following January. The principal believes this policy should be changed to lessen the number of immature first graders, most of whom are boys.

Special services in the city system are utilized in this school. Testing and counseling are among these. The city is considering the formation of a "gifted" group. Only two children from this school are in the present groups for slow learners. If a student gets failing marks these are put in the personnel record in red. At the end of the year, however, each student is "assigned" for the next year. Children are not "promoted" or "placed."

Consideration for the twenty teachers and the seven hundred students in this school is high on the part of this principal.

Analysis and interpretation. A striking characteristic of the administration in this school is the active personal interest taken in all who are a part of the school society. Evidence of this was cited previously.
The evidence of the administrative behaviors pertaining to the success criteria is summarized in Table VIII. In general, when the various behaviors were identified the evidence was invariably good or outstanding. What gave a low average to criteria six, seven, and eight was the fact that the observations and interview did not uncover some of the possible behaviors. These criteria touch upon the initiation of procedures and structures, utilization of available resources, and integration of elements to secure objectives. The conclusion should not be drawn that these possible behaviors did not exist in this situation. Abundant evidence of the behaviors pertaining to criteria one, five, and two was discerned. The latter refer to the creative approach, maintenance of appropriate climate, and professional growth of personnel.

VI. ELEMENTARY PRINCIPAL NUMBER TWO

Description of the visit. For all practical purposes this case must be thought of as an interview rather than an observation of an administrator at work. The principal may not have understood the purpose of the visit; therefore, the writer shares some of the responsibility for not obtaining more observations for this validation visit.
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<tr>
<th>Criteria Number</th>
<th>No. of Behaviors Suggested</th>
<th>No. of Behaviors Identified</th>
<th>No. of Behaviors Evidenced As 0 2 5 7</th>
<th>Average Evidence Of Each Criterion</th>
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Composite Average 4.7
When the principal was contacted, he deliberately assented to this co-operation. On two occasions during the interview, however, he wanted to know why or how he happened to be selected as an object of visitation. He was also curious as to what other schools in the system had been visited.

This principal has been in the system about thirty years. He was transferred to this particular principalship just this year. He explained that he liked to serve in different schools. He thought it was good for an administrator to get into new situations.

The only administrative operations observed were related to matters of attendance. The visiting teacher stopped at the office on his mid-week rounds. The principal referred two home calls to the visiting teacher. The visitor was introduced to the teacher who was glad to share some of his reactions to his own responsibilities.

The principal, in the absence of the secretary, received several telephone calls. He also accepted several reports, and some funds, which were brought to the office by student messengers.

This principal, similarly to one of the other subjects, did not take any initiative. His frequent query was, "What else would you care to know about?"
The writer attempted in various ways to develop some spontaneity in the situation. The office was in a new addition, and therefore was colorful and pleasant. To the visitor's commendation relative to the pictures decorating the office, the principal said he did not like bare walls so he used his personal funds to purchase several pictures for the office.

Thus far in his tenure here, the principal likes his school and the neighborhood it serves. The people are stable, work regularly, and most of them own their residences. The P.T.A. is an active organization. The principal likes the present leadership of the P.T.A. He thinks it helps the school, and the organization is really interested in the students. This principal places further emphasis upon his community relations in that he teaches a Sunday School class. He also disclosed some of his activities in a service club and in a fraternal organization.

The school program in this school is similar to that in other schools of the system. There are not sufficient classrooms for the eighth grade to be cared for in this school. Excellent facilities for kindergarten are in the new addition. The principal understands another addition will be erected in the future. There probably will be no provisions for industrial arts or home economics. The principal appeared to know his teaching staff. Under questioning, he explained the system
policies controlling teaching assignments. Each spring a teacher may ask for status for the next year. The teacher may retire, resign, ask to be transferred, or to be returned. The principal may request that a teacher be transferred. All new teachers are selected by central office personnel.

This principal has an administrative handbook for teachers. Faculty committees are utilized. The central staff meetings have stressed the value of a professional library in each school. This school is trying to build up the professional library materials. The principal also desires a teaching materials file.

The principal has used teacher intervisitation in his supervisory experience. He thinks, if well planned, the visit is good for the weaker teacher. The system curriculum director sometimes arranges for demonstration teaching, especially upon the adoption of a new textbook series.

The faculty has two meetings per month. These follow the system staff meetings. The administrative faculty meetings last one hour. Professional or supervisory meetings may extend for two hours. The program committee plans for these meetings. The entire group votes to select the topic for consideration. The four for this year are: the immature child, reading and a remedial program, professional library development and teaching aids and materials, and an art demonstration of new materials.
Student participation in the service of the school is largely confined to the safety patrol and to assistantships in the library.

The principal does much of the individual counseling with the students. When he visits the classroom, it is to see how these pupils are adjusting.

In addition to the handbook for teachers, another administrative publication is the bulletin containing the agenda for the professional meetings. As a device for inspiration and for character building, the principal places a poem on the bulletin board each week. He commented about the number of different people who seem to notice this each week.

The principal’s ideas about the group approach to administration were contained in three statements. The administrator should make some of the decisions. Common problems need the participation of the group. Many of the older teachers want to be told; they are then willing to do it that way.

Analysis and interpretation. This principal gave one the impression of unimaginative deliberateness in his approach to administration. The summary of the administrative behaviors evidenced, Table IX, will indicate a low rating on many of the success criteria. A partial explanation for this is due to the fact that an interview situation developed. Criteria six, seven, and nine secured more evidences of the administrative behaviors. These refer to initiation of procedures and structures, utilization of resources, and systematic review of the school operations.
### TABLE IX

**ELEMENTARY PRINCIPAL NUMBER TWO AND THE SUCCESS CRITERIA**

<table>
<thead>
<tr>
<th>Criteria Number</th>
<th>Possible Behaviors Suggested</th>
<th>No. of Behaviors Identified</th>
<th>No. of Behaviors Rated As</th>
<th>Average Evidence of the Criteria</th>
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**Composite Average** 2.4
VII. COMPARATIVE FINDINGS

One purpose of the field observations was to find out if the criteria behaviors could be located at the action level in educational administration. A second purpose was to ascertain whether the success criteria would measure educational administration with results which appeared to be consistent with the judgments of the selection juries.

The writer believes the evidence will support an affirmative answer in regard to both purposes. In the case of each of the six administrators, some administrative behaviors pertinent to all the criteria were identified. Relative to the second purpose, the composite average of the nine criteria ranked the pairs of administrators in agreement with the relative ranking by the selection juries.

Table X summarizes the evidence in support of the preceding statements. In the case of the local executives, the first quartile selection had a composite average index of 4.6. The non-first quartile selection received a composite index of 2.5, on the basis of the success criteria. The high criterion was number one, a 6 rating. The low criterion was number five with a rating of .7.
<table>
<thead>
<tr>
<th>Criterion Number</th>
<th>The Local Executives</th>
<th>City Superintendents</th>
<th>Elementary Principals</th>
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<td>4.7</td>
<td>2.2</td>
<td>4.8</td>
</tr>
<tr>
<td>9</td>
<td>5.8</td>
<td>3.5</td>
<td>5.5</td>
</tr>
<tr>
<td>Composite Average Index</td>
<td>4.6</td>
<td>2.5</td>
<td>5.6</td>
</tr>
</tbody>
</table>
Of the two city superintendents, the first quartile nominee received on the success criteria a composite index of 5.6. The fourth quartile nominee's index was 2.1. In this group criterion one had both the highest and the lowest rating, namely, 6.3 and .7.

Similarly, the elementary principal placed in quartile one had a composite index of 4.7. The fourth quartile principal's index was 2.4. Again criterion one had both the highest and the lowest ratings, namely, 6.3 and .7, respectively.

In all three comparisons, the success criteria index placed the first quartile choice higher than the index of the administrator thought by the selection jury to be a less successful administrator. This is more vividly revealed in Table XI.

It should be pointed out that the numerical figures in Table X were desired from the tables pertaining to the individual administrators. The right hand column of the individual tables was the mathematical average of the rating given for the evidence of the suggested behaviors for each criterion. The composite average index is the average of the right hand column on the individual administrator's table.

The reader may recall that two of the visitations were interviews rather than observations of a working administrator.
TABLE XI

COMPARISON OF JURY RATINGS AND THE SUCCESS CRITERIA

<table>
<thead>
<tr>
<th>Subjects</th>
<th>Jury Rating</th>
<th>Composite Criteria Index</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Executive</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number One</td>
<td>First quartile</td>
<td>4.6</td>
</tr>
<tr>
<td>Local Executive</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number Two</td>
<td>Third quartile</td>
<td>2.5</td>
</tr>
<tr>
<td>City Superintendent</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number Two</td>
<td>First quartile</td>
<td>5.6</td>
</tr>
<tr>
<td>City Superintendent</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number One</td>
<td>Fourt quartile</td>
<td>2.1</td>
</tr>
<tr>
<td>Elementary Principal</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number One</td>
<td>First quartile</td>
<td>4.7</td>
</tr>
<tr>
<td>Elementary Principal</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number Two</td>
<td>Fourth quartile</td>
<td>2.4</td>
</tr>
</tbody>
</table>
It is interesting to note that both of these situations involved a non-first quartile nominee.

For further analysis of the success criteria, it should be noted in TableX that no single criterion was uniformly high or uniformly low, in terms of the behavior averages for the six administrators. A part of the variability noted on these behavior averages is no doubt due to the technique used in the visitations. The factor of chance on a short-time observation can be significant. The success criteria, nevertheless, do seem to possess a certain consistency, even under the methods employed in this validation effort.

One final point that is derived from this general comparison. Some evidence of the presence of each administrative behavior suggested on the Scale Sheets was found among the six administrators. This may indicate there are actually present administrative behaviors additional to those suggested as typical in support of each criterion.

This study is concluded in the following chapter which contains the major conclusions arrived at, including recommendations for further study.
CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

I. SUMMARY

Review of the problem. The original impetus for this identification study of success factors in educational administration came as a result of the interest of the School-Community Development Study at The Ohio State University. Sensing the possible importance to education of such a study, if successful, the writer resolved to attempt the investigation.

The study held to the purpose of finding a way of determining when educational administration is successful. This intention demanded that at the outset a number of decisions had to be made. First, it was assumed that educational administration has many common roles and requirements for the various officials, regardless of the position in the administrative hierarchy. Second, it was decided that success in educational administration often means that there is a movement toward a particular emphasis in education, rather than the attainment of a certain level of efficiency with respect to an arbitrary standard applied to each special operational area of educational administration.
To attain the objective of the study, the literature of the field was read and analyzed. On the basis of experience and the revelations from the literature and the research findings which were pertinent, the writer developed a theory which encompasses the general range of the functions of educational administration.

From this theory of educational administration were extracted the principles which seemed to structure the theory. These became the success criteria, being nine in number.

In order to make the success criteria more objective in terms of the action level of educational administration, each criterion was described in terms of possible, or suggested, administrative behaviors.

To ascertain how conclusive the success criteria could be regarded, the study set the success criteria, in terms of the administrative behaviors, within a scaled check sheet which could be used as a measuring instrument by the observer of an educational administrator. As a limited check upon the validity and practicality of the success criteria, a field survey of six administrators was undertaken. Two executive heads of local school districts, two superintendents of city schools, and two elementary school principals were used as subjects for the field observations. These were selected by juries of professional educators who were acquainted with the administrative personnel.
Details of this selection were described in Chapter IV.

The reader is requested to bear in mind that the major purpose and central emphasis of this research was upon the formulation of the success criteria. The field survey was rudimentary but sufficient to test the criteria in a limited way.

II. CONCLUSIONS

Findings of the study. Although the statement of a theory of educational administration was a major endeavor in this study, the important contribution consisted of the formulation of the nine success criteria. These and other conclusions are stated as follows:

1. The Success Criteria in Educational Administration

Criterion One - Educational administration employs a creative approach to matters of educational concern.

Criterion Two - Educational administration promotes and secures the professional growth of the people connected with and related to the educational enterprise.
Criterion Three - Educational administration manifests high ability in the assessment of values, purposes, needs, and in their translation into realistic educational goals.

Criterion Four - Educational administration exhibits skill in appraising the manner in which existing situational factors will affect the attainment of goals.

Criterion Five - Educational administration establishes and maintains an appropriate climate which enables effective contributions by those involved.

Criterion Six - Educational administration initiates and maintains procedures and structures which enable broader participation in the administrative process.

Criterion Seven - Educational administration secures an effective utilization of all available resources.

Criterion Eight - Educational administration envisions the totality of administration and integrates its component elements to secure established objectives.
Criterion Nine - Educational administration provides for systematic review of all phases of the educational venture and effects desirable reconstructions.

2. Leadership in educational administration can be viewed in terms of administrative behaviors. Viewed in this way, leadership becomes largely the function of organization in the co-operating system. Administrative behaviors include values, attitudes, reactions, as well as techniques and procedures.

3. The nine success criteria can be, and were, identified at the level of administrative operations.

4. The degree to which the success criteria represent is a measure of administrative success which is consistent with the collective judgments of the professional educators who served as the selection juries.

5. The success criteria are applicable to any status position in educational administration.

6. It is reasonable to believe that additional samples of administrative behaviors can be appended to each criterion on the check sheets.
7. Every administrative behavior which was encountered and recognized in the field survey could be related to at least one of the success criteria.

8. The person who is the observer in using the criteria check sheets becomes a part of the criteria instrument and is a factor in the results obtained.

9. On the basis of the success criteria, complete or total success in educational administration is unlikely. Success is therefore partial rather than an absolute achievement.

III. RECOMMENDATIONS

Implications for the field and institutional programs. One of the underlying assumptions of this study is that successful educational administration involves a more integral approach than is commonly derived from viewing educational administration as a "stew" composed of merely "the jobs which must be done to operate schools."

The four constructs of educational administration envisioned in the theory are (1) the identification and clarification of purposes, (2) the operational areas, (3) the situational factors,
and (4) the administrative process. The educational administrator must understand the interrelationships among these four dimensions. The administrator then is an activator of forces and a co-ordinator of efforts designed to facilitate the attainment of the objectives of public education.

It is recommended that educational administrators devote more time to learning skills for assisting the community in clarifying its expectancies of the schools. To follow only tradition in this enterprise is an inadequate practice.

Educational administrators, generally, need more skill in effecting new departures in educational endeavors. A greater facility in initiating changes may result in a smaller gap between educational theory and its practice. The initiation of change can be done integrally by the thorough application of the administrative process which is comprised of the elements of planning, organizing, directing, co-ordinating, and controlling.

Universities offering graduate programs for the preparation of educational administrators need to review the pattern of requirements carefully. The accumulation of credits derived from academic study in courses centered upon the operational areas alone, does not provide the kind of education needed by the educational administrator. The preparation must be well rounded in terms of the constructs of educational administration, rather
than in terms of budget making, public relations, and other specific tasks.

The preparatory program ought to place more emphasis upon the selection of the student candidate. The implementation of the success criteria cannot be accomplished by every scholar or candidate.

More planning needs to be done with reference to the best sequence of courses and experiences. The professional preparation must include many understandings found in areas such as economics, political science, psychology, and sociology, as well as in education. The administration of public education is an intricate responsibility touching upon many phases of community organization and life.

Finally, universities should be staffed to provide more extensive field services at community levels in education. Professional preparation in educational administration should involve administrative field experience, some of which should be supervised by university personnel. This type of relationship between the field and the university might set in motion an interaction beneficial in both spheres of operations.

Suggestions for further study. After having the experience of this effort at research, the writer suggests that additional related investigation would be of value. Various possibilities are contained in the following proposals:
1. Refine the scale on the check sheet in terms of principles enabling more valid statistical treatment of the observed results.

2. Refine the criteria into an instrument which more accurately differentiates degrees of administrative success.

3. Test the success criteria on more administrators over a longer work span within a greater variety of administrative operations. Care must be exercised in making clear to each subject that the administrator is to be observed as he performs his duties. An interview situation alone will not accomplish the purpose.

4. Conduct field checks of sufficient nature to analyze the success criteria more fully to determine if the nine can be reduced in number. If one criterion is well accomplished, does this tend to carry another criterion with it? In other words, are there key criteria? The results from testing against six administrators enabled no predictions with respect to possible keying or clustering.
5. Conduct a study to determine what has contributed to the presence of the success criteria in the administration of specific administrators. Of what do these criteria seem to be a function? Is it intelligence? Is it a function of professional education? Is it connected with fear of failure, or the desire to improve one's professional status? These matters are of particular importance to preparatory institutions.

**Conclusion.** The writer hopes that the results of this study will stimulate other researchers to project and further refine the success criteria. Until this is accomplished, it is believed the results contained herein can be of value to graduate programs in educational administration, as well as of use to administrators who desire to use the criteria as related to personnel policies, or in relation to one's self-evaluation and self-improvement. If none of these possibilities become realized, the study has been worthwhile to the writer in terms of his own improved understanding of educational administration.
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I, Walter Clayton Garland, was born in Seneca County, Ohio, November 16, 1908. I secured my secondary school education in the public schools of Tiffin, Ohio. My undergraduate education was obtained at Heidelberg College, from which I received the degree Bachelor of Arts in 1930. From The Ohio State University, I received the degree Master of Arts in 1945. From 1948 to 1949 I was in residence at The Ohio State University, where in the summer of 1949 I served as graduate assistant to Dr. E. E. Lewis. In 1949 I received an appointment as an educational specialist with the State Department of Education in Ohio. While serving in this capacity, I was a visiting lecturer at The Ohio State University during the summers of 1950 and 1951. In 1952 I became professor and head of the department of education at Bethany College. During the summers of 1953 and 1954 I acted as graduate assistant to Dr. Arch O. Heck at The Ohio State University where I was completing requirements for the degree Doctor of Philosophy.