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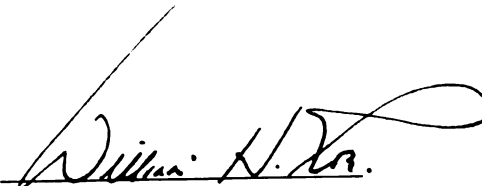
The Role of the Committee Technique in
School Administration as Expressed by
Teachers in 25 High School Districts
of the Upper Peninsula

presented by

JACK ROBERT ROMBOUTS

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of the requirements for

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THE ROLE OF THE COMMITTEE TECHNIQUE IN SCHOOL
ADMINISTRATION AS EXPRESSED BY TEACHERS
IN 25 HIGH SCHOOL DISTRICTS OF
THE UPPER PENINSULA

by

Jack Robert Rombouts

AN ABSTRACT

Submitted to the School for Advanced Graduate Studies of
Michigan State University of Agriculture and
Applied Science in partial fulfillment of
the requirements for the degree of

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Department of Administrative and Educational Services

1959

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This study concerned itself with an investigation of the role of committee organization in democratic school administration. An attempt was made to discover whether teachers endorsed, opposed or were indifferent to the use of the committee technique as a functional means for securing staff participation in administration. More specifically, the study tried to ascertain whether there was any relationship between a positive or a negative attitude toward group process in administration and certain variables of the personal and professional characteristics of teachers.

Throughout, the study rested on the basic assumption that the school cannot be expected to transmit democracy unless its own structure and process reflect it. Inherent in this premise is the notion that staff participation in policy formation and decision making is desirable, even necessary, in the operation of the school.

The major hypothesis was stated as: Teachers do not feel that the committee technique is being judiciously used in school administration and, therefore, it is not performing the functions that it could be performing in democratic administration.

In all, 657 classroom teachers from twenty-three high school districts in the Upper Peninsula of Michigan took part in a questionnaire study in an attempt to determine teachers attitudes toward the role of committee organization in school administration. As part of the agreement to secure their cooperation in the survey participating school systems were sent a tabulation and analysis of local results.

In addition to the original research, a thorough review of the literature was made to gain added information from related surveys on the subject of group process in administration. A statement of principles relative to committee structure and process was also developed from the data secured from the survey findings and the library research.

The study showed that teachers feel very definitely that they have a right to a voice in matters related to the educational program and to their professional welfare. Further, they strongly endorse the committee technique as a means for securing this type of participation in administration. Most teachers, however, are not satisfied with the level or degree of staff participation found in school administration today. In support of this, the big majority of teachers indicated that they felt there could be no effective staff participation in policy formation and decision

making without the existence of a local teachers' organization in the school system.

Another major finding of the study was: Teachers are willing to serve on committees if invited to do so and they indicated quite emphatically that all teachers should perform, at one time or another, committee tasks for which they have skill and knowledge.

The study also showed that the administrator is likely to find a relationship between a positive or a negative attitude toward the committee technique and certain personal and professional characteristics of teachers. Some of the more important findings which the study suggests in this respect are as follows:

1. Men teachers want more responsibility in the administration of schools than do women teachers.
2. Non-local teachers have a more positive attitude toward the use of the committee technique in school administration than do local teachers.
3. Secondary-school teachers wish to be involved in policy formation and decision making to a greater extent than do elementary school teachers.
4. A direct relationship exists between length of experience in teaching and a negative attitude toward the use of the committee technique in administration.
5. Teachers with a background of training in administration and/or guidance show a greater acceptance of the use of the committee technique than those who have taken additional work in their subject specialty and those who have not pursued further training since being employed in the public schools.

The concluding chapter suggests some implications for administration and for graduate programs in educational administration. Productive research regarding the use of group process in administration might be conducted with a view to spelling out principles relative to administrative relationships with committees composed of teachers. Another question that warrants further investigation is: How can committee processes be guided to give teachers satisfying experiences in the work of the school?

The committee technique will be favorably accepted by teachers to the extent that sound principles of organization and group process are employed by school administrators.

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TABLE OF CONTENTS

CHAPTER	Page
I. DISCUSSION AND STATEMENT OF THE PROBLEM	1
Introduction	1
Need for the Study	3
Statement of the Problem	6
Scope and Purpose of the Study	6
Tentative Hypotheses and Assumptions	
Underlying Them	8
Procedural Steps and Methods	11
Definition of Terms	12
Limitations of the Study	13
II. A REVIEW OF PERTINENT LITERATURE	15
Introduction	15
Survey of Literature and Related	
Information	18
Periodicals	20
Textbooks	25
Evolution of Teacher Participation in	
Administration	27
Pioneer Thinking	27
Historical Development	28
Pertinent Research Studies	30
The Committee Technique in School	
Administration	35
Definition of Committee	35
Early Beginnings	35
Use of Committees in School Adminis-	
tration Today	37
Committee Structure and Process	39
Bibliographical Sources Cited	41
Summary	41
III. METHODOLOGY	43
Introduction	43
Original Research in the Study	44
Selecting the Universe for the Study ..	44

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CHAPTER

Page

Schools Participating in the Study	44
Instrument Used in the Study	46
Rationale for Universe Selected for the Study	49
Other Research in the Study	51
Unusual Incidents in the Study	51
Development of the Questionnaire	52
Plan for Analysis of Data	53
 IV. ADVANTAGES AND LIMITATIONS OF THE COMMITTEE TECHNIQUE IN ADMINISTRATION AS SEEN BY EXPERTS	 55
Introduction	55
Advantages of the Committee Technique in Administration	57
Improved Communication	57
Cooperative Decisions Last Longer	58
Coordination	59
Stimulates Professional Growth of Staff	60
Encourages Critical Thinking	61
Administrators Think WITH, Not For, Teachers	61
Limitations of the Committee Technique in Administration	63
Decentralizes Responsibility	63
Control by Administration	64
Legal Limitations	65
Psychological Limitations	66
Other Limitations	67
Summary	68
 V. TEACHER PARTICIPATION IN ADMINISTRATION AND THE USE OF THE COMMITTEE TECHNIQUE FOR ACHIEVING IT	 70
Introduction	70
Utilizing Teachers in School Adminis- tration	70
Committee Selection and Appointment	73
Qualified Individuals	75
Interested Individuals	75
Effective Committee Functioning	77
Purposes Clearly Stated	77
The Committee in Action	79
Time and Place of Meeting	80

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.....

		vi
CHAPTER		Page
	Role of the Chairman	82
	Report of the Committee	84
	Administrative Relationships with Committees	85
	Summary	87
VI.	THE WISE USE OF THE COMMITTEE TECHNIQUE IN SCHOOL ADMINISTRATION	88
	Introduction	88
	When To Use Committees	89
	When Not To Use Committees	93
	Steps in Creating Committee Organization .	94
	Standing Committees	94
	Special Committees	94
	Abuses of the Committee Technique	95
	Administrative Relationships with Local Teachers Organizations	98
	Summary	101
VII.	RESULTS OF QUESTIONNAIRE STUDY ON THE USE OF THE COMMITTEE TECHNIQUE IN SCHOOL ADMINISTRATION	102
	Introduction	102
	Validation of Hypotheses	103
	Major Hypothesis	103
	Minor Hypotheses	105
	Other Results From Questionnaire Study ...	114
	Differences in Attitudes Toward Committees Based on Certain Personal and Profes- sional Characteristics of Teachers	121
	Sex Differences	121
	Residence	123
	Teaching Assignment	124
	Length of Experience	127
	Extent of Community Participation	128
	Extent of Past Committee Experience ...	129
	Type of Additional Training	131
VIII.	A SUMMARY OF FINDINGS AND IMPLICATIONS FOR EDUCATIONAL LEADERS	134
	Introduction	134
	Conclusions Gained from the Study	135
	General Conclusions	135

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CHAPTER

Page

Specific Statements of Conclusions	136
Statement of Limitations in Con- clusions	137
Development of Principles	138
General Principles	138
Specific Principles	140
Implications for Educational Leaders	142
Implications for Administration	142
Implications for Graduate Programs	146
Suggestions For Further Research	147
Administrative Relationships with Committees	148
Effective Committee Functioning	149
BIBLIOGRAPHY	150
APPENDIX	158

LIST OF TABLES

TABLE	Page
I. Number of Articles, Related to the Subject of the Use of the Committee Technique in School Administration, Appearing in Nine Educational Periodicals of National Circulation for the Period 1927-58	21
II. Teacher Participation in Administration	104
III. Staff Morale and Teacher Participation in Administration	106
IV. Role of Local Teachers' Organization	108
V. Effective Committee Organization	110
VI. Teachers' Willingness to Serve on Committees.	112
VII. Clerical Assistance for Committees	113
VIII. Endorsement of the Committee Technique by Teachers	115
IX. Committee Selection and Appointment	117
X. Administrative Relationships and Committee Purpose	119
XI. Committee Work and Teachers' Sense of Achievement	120
XII. Men and Women Teachers' Opinions Regarding Staff Participation in Administration	122
XIII. Willingness of Men and Women Teachers to Serve on Committees	124
XIV. Attitudes of Local and Non-Local Teachers Toward Staff Participation in Adminis- tration	125

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.....

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TABLE

XV.	Elementary and Secondary Teachers' Opinions Regarding Group Process in Administration.	126
XVI.	Length of Experience and Teacher Attitudes Toward Committees	127
XVII.	Extent of Community Participation and Teacher Attitudes Toward Committee Work ..	129
XVIII.	Teacher Attitudes Regarding Committee Selection and Appointment	131
XIX.	Advanced Training and Teacher Attitudes Toward Administrative Relationships With Committees	133

.....

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.....

.....

LIST OF FIGURES

FIGURE		Page
1.	Graphic Representation of Frequency of Articles, Appearing in Educational Periodicals of National Circulation, Related to the Subject of the Use of the Committee Technique in School Administration for the Period 1927-58	22
2.	School Districts in Michigan's Upper Peninsula Participating in Questionnaire Study	47

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CHAPTER I

DISCUSSION AND STATEMENT OF THE PROBLEM

INTRODUCTION

School administrators are faced today with increasing demands for improving both the quality and quantity of education. The problems accompanying these demands will require the administrator to fully utilize the talents of his staff if solutions are to be found for these new problems as well as for existing problems centering around increased enrollments and inadequate finances.

A trend in school administration has been to invite teacher participation in solving problems, making decisions and formulating policies. The use of the committee technique has been one of the favorite devices employed by administrators in recent years for getting staff involvement in these matters. In many cases, when passing problems on to the staff for study, committee structure has been created without employing any principles of group process. In other cases, elaborate procedures of group dynamics have been followed to the point of making a fetish of committee work.

The absence of sound principles of organization can be discovered in many schools today. In many school systems

• 1990年，中国开始实行“社会主义市场经济”改革，旨在通过引入市场竞争机制，提高经济效率。这一改革在初期取得了显著成效，但也伴随着一些挑战，如通货膨胀和贫富差距扩大。

• 1992年，邓小平南方谈话进一步明确了改革方向，强调“发展才是硬道理”，推动了经济快速增长。此后，中国进入了高速增长期，GDP年均增长率保持在7%以上。

• 1997年，亚洲金融危机爆发，中国成功抵御了外部冲击，保持了经济稳定。这一时期，中国开始实施“西部大开发”战略，以促进区域协调发展。

• 2001年，中国加入世界贸易组织（WTO），标志着中国全面融入全球经济体系。此后，中国对外贸易迅速增长，成为世界第二大经济体。

• 2008年，全球金融危机爆发，中国通过实施积极的财政政策和适度宽松的货币政策，成功实现了经济企稳回升。这一时期，中国开始实施“科学发展观”，强调以人为本、全面协调可持续发展。

• 2012年，中国共产党第十八次全国代表大会召开，提出了“中国梦”和“四个全面”战略布局。这一时期，中国开始实施“供给侧结构性改革”，旨在提高供给体系的质量和效率。

• 2017年，党的十九大召开，提出了新时代中国特色社会主义思想，明确了全面建设社会主义现代化国家的总任务。这一时期，中国开始实施“乡村振兴战略”，以促进农村经济发展和农民增收。

• 2020年，中国成功抗击新冠肺炎疫情，展现了强大的国家治理能力和制度优势。这一时期，中国开始实施“碳达峰、碳中和”目标，推动绿色低碳发展。

• 2022年，中国成功举办北京冬奥会，向世界展示了中国的发展成就和开放姿态。这一时期，中国开始实施“共同富裕”目标，推动社会公平正义。

democratic structure has been provided for in the organizational chart but, actually, the task of organizing the efforts of the staff has not been accomplished. The use of committee structure has been much abused in this respect.

Somehow many administrators seem to think that the answers to their problems lie in turning them over to committees for solution. Thus, we see an increasing number of committees being created within the formal structure of the school organization. Unfortunately, too, some school executives see the improvement of administrative-personnel relations as an end of the committee technique when, in even the wisest use of committees, it is only a by-product.

It is unfortunate that the indiscriminate use of the committee technique has resulted in its being viewed with increasing skepticism as a functional administrative device. However, administrators should not bear the full blame for past abuses of the committee technique. In the field of education today the cultural complex is such that it seems to be an inalienable right that everyone be involved in the making of any decision that might affect him. This might be valid in matters related to salary negotiations and working conditions but is not necessarily so in certain other professional considerations. This notion has given impetus to the "Let's Appoint a Committee" movement in education. This leads to a discussion in which reasons will be stated why there is a

need for a study regarding the role of committee organization in school administration.

NEED FOR THE STUDY

From both a functional and a human relations point of view it is the exceptional administrator who knows when to invite teacher participation in the administration of schools. This is not to say that, when inviting group participation, the administrator is to abrogate his executive responsibilities but rather that the staff is involved in policy formation and decision making. Too, administrators must provide for a wide base of staff participation if the school is to enjoy any measure of success in determining, and consequently attaining, its goals.

Much has been written regarding the failure of administrators to utilize the creative talents of teachers in getting certain jobs done in the areas of public relations and curriculum improvement. The literature then goes on to suggest the use of committees as an effective means for bringing about staff involvement in these and other phases of the school's operations. Despite all the writing in education suggesting its desirability there is little evidence to show that teachers, those who would be most affected, actually favor the presence of committees and other forms of staff participation in the organizational structure of the school.

What has happened is that school administrators have taken principles of organization and group process from the fields of sociology, social psychology, anthropology and political science and applied them to schools. While many of the principles taken from the behavioral sciences hold true for school organization, no extensive studies have been made which would confirm the assumption that these apply equally well to schools.

Of equal concern to the writer is the idea, held by many administrators, that schools should adopt principles from business and industry. A typical example of this sort of imitation is found in an address given at a meeting of the National Commission on Teacher Education and Professional Standards in June, 1957. Referring to the development of personnel policies, the speaker said, "In the consideration of this subject, it is inevitable that we should borrow from industry those skills and techniques which have been learned in the world of business. The line of distinction is very narrow and frequently differences are only in application, not in the basic idea itself."¹ There is danger in applying

¹ "Personnel Policies and Practices Which Stimulate And Encourage Professional Growth"; an address delivered by T. Edward Rutter, Supt. of Schools, Arlington County, Virginia, at The Washington (D.C.) Conference on June 28, 1957.

principles from the business world if we accept an observation made by Ernest O. Melby. He stated that as schools grew in size and their problems became more complex, they assumed a pattern similar to the prevailing industrial organization of the time which, in turn, was patterned after principles of the military.²

The writer does not accept the notion that there is a package of principles of human experience which can be applied equally well to government, business, education and other fields. An expert in the area of human relations supports this contention when he stated that the fact has now been established that current research in group decision does not apply to the school situation.³

There is a need to survey classroom teachers in order to ascertain what attitudes they hold regarding group process in the administration of schools. It cannot be assumed that the involvement principle of "he who shares, cares" provides the answer to getting staff participation in policy formation and decision making. It may be found that, in some phases of the school's operation, staff members may wish to be involved

² Ernest O. Melby, "Building A Philosophy of Leadership," The School Executive, 56:17, September, 1936.

³ Daniel E. Griffiths, Human Relations in School Administration, New York: Appleton-Century Crofts Inc., 1956, p. 229.

while in others they may prefer to have the duties delegated to qualified individuals rather than to a committee of teachers.

STATEMENT OF THE PROBLEM

Stated briefly, the writer posed himself a problem that was two-fold in nature:

1. To discover whether teachers favor or do not favor the use of the committee technique as a medium for teacher participation in administration and whether a positive or a negative relationship exists toward the use of the committee technique in administration and the following variables of the personal and professional background of teachers:
 - a. Sex
 - b. Residence (local or non-local)
 - c. Number of years teaching experience
 - d. Extent of past committee experience
 - e. Type of additional training taken, if any, since first being employed by the public schools
 - f. Work assignment (elementary or secondary)
 - g. Extent of participation in community activities
2. To show that the committee technique has great possibilities as a functional administrative device and to suggest principles of committee organization that will enable the school executive to more fully utilize the talents of his staff.

SCOPE AND PURPOSES OF THE STUDY

Through an exhaustive study of the subject, involving both library and original research, it is planned to discover

what classroom teachers conceive to be the role of committee organization in the administration of public schools. Teachers constitute the core of any school system and if they do not see the value of having their talents utilized, via committee process, there is little use in the administrator's employing this technique. The several purposes of the study are:

1. To discover whether there is discontent, confusion or general endorsement in the minds of teachers regarding the use of the committee technique for involving teacher participation in administration.
2. To discover the areas of policy formation and decision making in which teachers feel they should have a voice and those which they feel are the primary responsibility of administration.

Other questions which the writer hopes to have answered as a result of an analysis of research findings and his original research follow:

- a. Are teachers willing to serve on committees if invited? If so, on what types of committees do they appear most willing to serve?
- b. Are committee efforts more productive when its members volunteer to serve or when they are appointed? What procedures do teachers feel are desirable in the matter of committee selection and appointment?
- c. What factors make for more effective committee functioning?
- d. What type of working relationship should exist between the administrator and committees composed of teachers? Does committee purpose make a difference?

- e. Are teachers enthusiastic about committee work or do they feel that committees are wasteful substitutes for the work of qualified individuals?
- f. Do teachers feel a sense of achievement upon completing an assignment as a member of a committee?
- g. Do teachers feel that the existence of a local teachers' organization is necessary in order to have effective staff participation in the formulation of policies related to their professional welfare?

Generalizations in the problem areas listed above and their implications for administration will be made on the bases of research findings and upon an analysis of data collected from the use of a questionnaire given classroom teachers.

TENTATIVE HYPOTHESES AND ASSUMPTIONS UNDERLYING THEM

Before hypothesizing as to what an analysis of the data might show regarding teachers' conception of the role of committees in the administration of schools, it is well that some underlying assumptions be stated first.

We must accept as a basic assumption that the primary aim of the school is the improvement and perpetuation of the democratic way of life. We must also assume that the school cannot successfully achieve this end unless its own structure and processes are democratic. Thus, we must assume that democratic administration in the school is desirable.

At this point it should be mentioned that one cannot assume that the existence of committee organization in the formal structure assures democratic process in the school. Nor can it be arbitrarily concluded that the more the teacher participation in administration, the more democratic the administration. Contrariwise, it is possible to have democratic faculty involvement without committee structure; however, only an administrator with great expertness in human relations could achieve this. One authority cautions against this type of teacher participation when he says, "Teacher participation in school management must reach a higher level than performing certain duties for the principal."⁴

Another assumption that must be stated before theorizing on the role of committee organization as seen through the eyes of teachers is that on-going evaluation of the various phases of the school program is desirable. Implicit in this assumption is the idea that, from a functional point of view, schools do not have the necessary staff specialists to perform the constant evaluatory activities that should be taking place. Therefore, it becomes necessary to invite, according to their special competencies, the cooperative assistance of teachers

⁴ Roy C. Woods, "Teacher Participation in School Management", Education, 58:629, June, 1938.

in studying the various and sundry matters related to the aims and operation of the school.

Assuming then that the special talents of all the staff need to be utilized if the school is to meet the needs of a changing society and assuming, further, that judicious use of the committee technique is a desirable method for involving teachers we can then say that both functional and democratic administration are being practiced when the assumptions listed above are part of the modus operandi of a school system. It is from this point of view, in which efficiency and human relations are seen as mutually supporting essentials in school administration, that the writer submits the following major hypothesis: Teachers do not feel that the committee technique is being judiciously used in school administration, and therefore, it is not performing the functions that it could perform in democratic administration. The following minor hypotheses are also submitted:

1. Teachers feel quite strongly that they have a right to a voice in the making of policies and decisions which will affect them in their personal and professional life.
2. Teachers feel that staff morale is high in school systems where there is teacher participation in administration.
3. Teachers do not feel that they are utilized in the administration of schools to the extent that they should be.
4. Teachers feel there can be no effective participation in the formulation of policies

related to their professional welfare without the existence of a local teachers' organization in the school system.

5. Teachers feel that committee work is more effective when persons volunteer to serve rather than when they are appointed; it matters little to them whether members are chosen by colleagues or appointed by the administration when the committee is to study some phase of the educational program; on matters related to professional welfare, they feel that committee members should be chosen by colleagues rather than by receiving appointment by the administration.
6. Teachers are willing to serve on committees if they feel the work will result in an improvement in the educational program.
7. Teachers feel that committees will be nothing more than "rubber stamps" if the administrator maintains a close working relationship with them.
8. Teachers feel that a major deterrent to effective committee functioning lies in the lack of clerical assistance in connection with the paper work and reporting responsibilities of the committee.

The writer feels that the hypotheses listed above will be validated after analyzing research findings on the subject and examining the data from the questionnaires completed by classroom teachers.

PROCEDURAL STEPS AND METHODS

Details for compiling research findings on the subject will be provided in Chapter III; however, it might be well at this time to describe briefly the survey instrument and

how it was used in the study. This was in the nature of an attitude and opinion survey using a 5-point range-of-belief scale. The questionnaire contained twenty items of a situational nature, all of which applied to principles of committee organization. A copy appears in the appendix.

The questionnaires were completed by classroom teachers only. Persons with administrative responsibility were not invited to participate. Building principals of participating school districts administered the questionnaire to teachers at a regular or special faculty meeting. Written instructions were provided the principals and they sent the questionnaires directly back to the writer after they were completed by the teachers. A written tabulation and analysis were later provided each system participating in the survey.

DEFINITION OF TERMS

The following definitions will be used for purposes of this study:

Teacher. A person whose primary responsibility is classroom and/or laboratory type instruction. He or she is directly responsible to the building principal. Teaching principals and so-called "special teachers" were not included in the survey because they are likely to have an administrative bias.

Committee. A group of persons, either appointed by the administration or chosen by colleagues, whose function can be either fact-finding, policy-making, evaluative, executive or coordinative, depending upon its assignment and the authority vested in it.

Group process. A technique whereby the administrator invites staff members to participate in the planning, executive and appraisal functions in various phases of the total operation of the schools for purposes of coordination of effort and for giving all personnel a voice, in some way, in policy formation and decision making.

LIMITATIONS OF THE STUDY

The chief limitation of the study lies in not being able to include in the survey teachers from all of the high school districts in the Upper Peninsula, this in spite of the fact that all such districts were invited to participate. Teachers included in the study were those whose superintendent was agreeable to having them participate. This would tend to make the results biased because an administrator probably would not permit his staff to take part in a survey like this unless he were interested in furthering democratic process in the school which he heads. If a superintendent has a positive

attitude toward group process in administration, or is not afraid to have his staff surveyed as to what they conceive to be democratic practices, it is likely that the teachers in his school will have a positive attitude in this respect. Thus, another limitation presents itself. When teacher participation in the study was dependent upon the administrator's willingness to allow his staff to take part, it is quite possible that the results might be biased in favor of the use of the committee technique and other forms of group process in administration.

CHAPTER II

A REVIEW OF PERTINENT LITERATURE

INTRODUCTION

The literature today abounds with statements advocating teacher participation in administration. Whether the approach suggests the use of study groups, committees or other media of group process the underlying assumption is basically the same -- the structure and process of administration must reflect democracy if the school is to serve as a primary agent in perpetuating the democratic way of life in our society.

While administrators are constantly being urged, via textbooks in administration and professional journals, to invite staff participation in policy formation and decision making a review of the literature shows that only a few studies have actually been made regarding teacher participation in administration. Only one national study, two regional and three state studies (one was a regional study within a state) on the subject were discovered by the writer in reviewing the literature. In these studies the investigators were attempting to equate high or low staff morale in relation to the amount of teacher participation in administra-

tion. There is a qualitative aspect to teacher participation as well as quantitative, which these studies did not attempt to measure. One authority points out that the amount of teacher participation is not as important as the conditions under which the staff is invited to participate and the administrative environment in which this participation takes place.¹

For the reasons stated above it was felt that an investigation of this nature was needed in order to discover if there was any change in attitudes regarding teacher participation in administration. The survey related specifically to the use of the committee technique and, therefore, cannot be considered a replication of any other investigation on the subject.

The question probably comes to mind as to whether the committee technique is the only way in which teachers can participate in administration. There are other ways, however, small-group process or some other form of committee structure provides the most effective and democratic means for involving staff participation in policy formation and decision making. Alternate methods such as holding general meetings, polling

¹ Francis G. Cornell, "When Should Teachers Share in Making Administrative Decisions?", Nations Schools, 53:43-45, May, 1954.

teacher groups, sounding out certain individuals, etc., do not allow for the "give and take" of group discussion nor do they provide safeguards for free expression.

Thus, it seems that the subjects of teacher participation in administration and the use of the committee technique in administration are inexorably interrelated. They are mutually supporting means to democratic administration which, in turn, might be considered a greater means to the perpetuation and improvement of democracy as a way of life.

Because, to the writer's way of thinking, they are so interrelated it was difficult, even for purposes of analysis, to separate the subjects of (1) teacher participation in administration and (2) group process in administration. Historically, however, there is reference to the subject of staff participation in administration without reference to the use of the committee technique. Therefore, an attempt will be made to (1) orient the reader to the earlier concepts of teacher participation in administration as reviewed in the literature and (2) trace the development of the committee technique from its early beginnings to its present level of sophistication.

SURVEY OF LITERATURE AND RELATED INFORMATION

An exhaustive study of bibliographical sources was conducted in an attempt to discover if any previous investigations, relative to the role of the committee technique in administration, had been made. In canvassing the following educational sources, there was no evidence that a questionnaire study of this nature had ever been completed:

Education Index
 Journal of Educational Research
 Educational Research Bulletin
 Harvard Educational Review
 Research Bulletin of the National Education Ass'n.
 Thesis Abstracts in the Michigan State University
 Library

Inquiry was also made of the research divisions of the Michigan Education Association and the National Education Association. Nothing on this subject had ever been undertaken by the MEA. While the NEA had no knowledge of any studies relative to the role of committee organization in administration, they did provide information on a national study² and a regional study³ related to teacher participation in adminis-

² National Education Association, "The Teacher Looks at Personnel Administration", Research Bulletin 23, December, 1945, 52 pp.

³ National Education Association, "Cooperation: Principles and Practices", Eleventh Yearbook, Department of Supervisors and Directors of Instruction, 1939, 244 pp.

tration and one survey dealing with staff participation in personnel-policy formation.⁴ Francis Chase conducted a similar study on a national basis.⁵ The writer discovered, too, that statewide studies had been made in Ohio⁶ and Indiana⁷ on the subject of teacher participation in administration but, again, found nothing regarding the use of committees as a functional device for involving teachers in the administration of schools. The piece of research which came closest to resembling that in which the writer was interested was an unpublished doctoral thesis utilizing a questionnaire study involving fourteen southeastern Michigan schools.⁸ This study, which included 410 respondents (14 superintendents, 82 principals and 314 classroom teachers), sought to determine the areas of policy formation in which teachers should be invited to participate. However, like the

⁴National Education Association, "Personnel Committees Including Staff Members in Cities Over 30,000 Population", Circular Number 2, February 1950, 15 pp.

⁵Francis S. Chase, "The Teacher and Policy-Making; How Democratic Can You Get?", Administrators' Notebook, Mid-west Administration Center, University of Chicago; Volume No. 1 May, 1952, No. 1, 4 pp.

⁶William W. Williams, "Does the Staff Participate in Policy Formation?", Education Digest, 16:20, May, 1951.

⁷Ibid., p. 22.

⁸Otis M. Dickey, "The Professional Attitudes of Teachers and Administrators Concerning Democratic Procedures in Public School Administration", Unpublished Doctor's Thesis, Denver, Colorado: University of Denver, 1954, 307 pp.

aforementioned studies, it made no reference as to how teachers might be involved in the planning and carrying-out of said policies.

Periodicals. In a thorough perusal of educational periodicals, it was found that, in the past three decades, several hundred articles have appeared on the subject of teacher participation and/or group process in administration. In nine professional journals of national circulation 200 different articles on the subject were discovered. Articles, along the same theme, were found in other periodicals whose circulation was confined, more or less, to groups of specialists or departments (i.e. elementary school principals, school business managers, Phi Delta Kappans, etc.).

The survey, however, was confined to magazines with general circulation in the profession. The number of articles appearing in these periodicals of national circulation, for the period 1927-58, is shown in Table I. The period 1927-58 was chosen because this is as far back as the Education Index lists articles printed in education circles.

Of greater significance than the total number of articles appearing in the literature on the subject, or than the periodicals in which they might have been published, is the time in history when the concept of teacher participation in administration seems to have really taken hold.

TABLE I

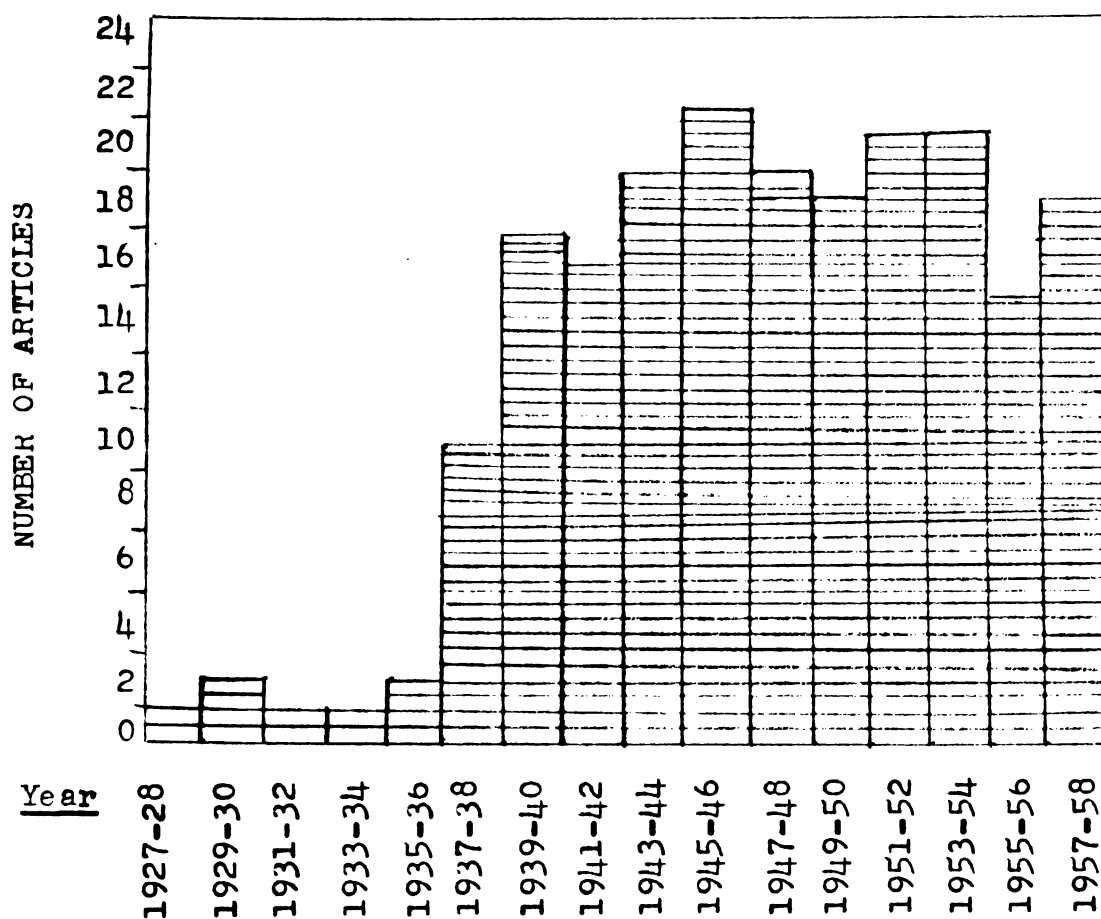
NUMBER OF ARTICLES, RELATED TO THE SUBJECT OF
THE USE OF THE COMMITTEE TECHNIQUE IN SCHOOL
ADMINISTRATION, APPEARING IN NINE EDUCATIONAL
PERIODICALS OF NATIONAL CIRCULATION FOR THE
PERIOD 1927-58

Name of Periodical	Number of Articles
American School Board Journal	43
Clearing House	20
Education	5
Educational Administra- tion & Supervision	14
Education Digest	19
Nations Schools	39
National Education Association Journal	16
School and Society	7
The School Executive	<u>37</u>
TOTAL	200

The writer in Figure 1 below attempts to portray the increase in the literature on the subject in recent years.

FIGURE 1

GRAPHIC REPRESENTATION OF FREQUENCY OF ARTICLES,
APPEARING IN EDUCATIONAL PERIODICALS OF NATIONAL
CIRCULATION, RELATED TO THE SUBJECT OF THE USE OF
THE COMMITTEE TECHNIQUE IN SCHOOL ADMINISTRATION
FOR THE PERIOD 1927-58



It is interesting to note that the topic received its first noticeable increase in its currency of literature in the late 1930's. In retrospect, this phenomenon could be construed to be a sign of the times, colloquially speaking. This was the era of a new social philosophy. The egalitarianism of the New Deal was reflected in the educational system with the emergence of this new concept in administrative-personnel relations in the public schools of America. It is also interesting to note in this respect that in 1941, for the first time, the Education Index included a category titled "Democratic Practices" under the general heading of ADMINISTRATION.

Some of the proposals for involving teacher participation in administration assumed questionable proportions when compared with present thinking on centering executive responsibility in schools. In its extreme form, there were suggestions that there should be co-principals or that the principalship should be rotated among the staff; that the superintendent's salary should be no more than that of the teachers; that teachers should select their own administrative officers. The latter suggestion received support from one writer when he said, "If the school were truly democratic from the teacher standpoint the superintendent, the principals and others who

hold executive capacity would be appointed by the teachers themselves."⁹

The latter suggestion represents an extreme for involving teachers in administration and, while some studies showed that teachers subscribed to this type of thinking, a review of the literature revealed no instances where administrators were elected to their office by the teaching staff. Nor was there unanimity among teachers during this period that staff participation in policy formation and decision making was highly desired. In an article titled "Teachers Should Teach, not Play at Administration", one teacher quite candidly states, "There are no areas at present in which unrestricted and genuine participation of teachers is wise."¹⁰

In summary of the arrival of the concept of teacher participation in administration an authority from the Mid-west Administration Center supports the writer's contention that the late 1930's saw the first real emergence of this idea in school administration.¹¹

⁹M. L. Story, "Limits To Teacher Participation", Educational Administration & Supervision, 39:165, March, 1943.

¹⁰M. W. Tate, "Teachers Should Teach, not Play at Administration", Nations Schools, 31:43, June, 1943.

¹¹C. E. Bidwell, "Administration and Teacher Satisfaction", Phi Delta Kappan, 37:285-8, April, 1956.

Textbooks. The writer undertook a close perusal of all the textbooks in the Michigan State University Library related to the administration of public schools. In addition Dr. Floyd W. Reeves, who is considered an expert in the field of organization, provided references in the fields of sociology and political science which he felt would be helpful. Upon examining the above sources, the index and table of contents of each was checked under the following headings: committees, use of; administration, teacher participation in; policy formation; group process; decision making.

The writer has had an abiding interest in the subject of the use of committees in administration and, thus, his acquaintanceship with the literature did not begin with this study. On two occasions during the past five years the writing of term papers related to group process in administration was undertaken by the writer. As a result, a file of over forty textbook references has been accumulated in which various authors treat this subject. Bulletins, pamphlets, monographs and copies of speeches on the subject accounted for another dozen sources. Yearbooks of the American Association of School Administrators and reports of proceedings at its regional meetings were other sources which were found to be helpful.

In the review of literature the writer seemed to be able to classify the author's point of view into one of three

basic categories. A few of these will be cited. The idea that teachers should have a voice in all governmental operations of the school is the approach which Sears¹² and Woods¹³ take in treating the subject. However, most authorities suggest that in certain areas of policy making and under certain conditions teachers should be consulted. Miller,¹⁴ Trecker,¹⁵ and Newman¹⁶ typify this school of thought. Some express the opinion that teachers are paid to teach and should play little or no part in the administrative functions of the school. Hunkins,¹⁷ Kirby,¹⁸ Palm¹⁹ and Hendrix²⁰ reflect this attitude.

¹² Jesse B. Sears, The Nature of the Administrative Process, New York: McGraw-Hill Book Company, Incorporated, 1950, p. 290.

¹³ Roy C. Woods, "Teacher Participation in School Management", Education, 58:629, June, 1938.

¹⁴ Van Miller and Willard Spalding, The Public Administration of American Schools, New York: World Book Company, 1952, pp. 528-32.

¹⁵ Harleigh B. Trecker, Group Process in Administration, New York: The Womens' Press, 1949, p. 89.

¹⁶ William H. Newman, Administrative Action; The Technique and Organization of Management, New York: Prentice-Hall, 1951, p. 230.

¹⁷ R. V. Hunkins, "Democratic School Administration: A Misnomer or a Misconception?", Educational Administration and Supervision, 25:419-25, September, 1939.

¹⁸ Byron C. Kirby, "Let's Appoint a Committee", Elementary School Journal, 49:292-5, January, 1949.

¹⁹ Rueben R. Palm, "A Teacher's Argument for Democracy in Administration", American School Board Journal, 100:21-2, February, 1940.

²⁰ Herschel Hendrix, "Decision Making? Who is Responsible?", The School Executive, 76:77, February, 1957.

A review of literature on the subject of teacher participation in administration will now be considered, followed by a treatment of the use of the committee technique as a means for achieving staff participation in administration.

EVOLUTION OF TEACHER PARTICIPATION IN ADMINISTRATION

Pioneer Thinking. Although it has been only in the past two decades that the subject of teacher participation in administration has received increased emphasis in the literature, the seminalism of this idea goes back over fifty years ago. Writing in the December, 1903, ELEMENTARY SCHOOL TEACHER John Dewey made a plea for teachers to have a representative voice in administration when he said, "What does democracy mean save that the individual is to have a share in determining the conditions and aims of his work."²¹ Twenty-seven years ago another schoolman ventured a thought that must have served as a cutting edge in administrative theory when he stated, "The day of the autocratic superintendent has passed. The administrator today realizes that the classroom teacher has, and should have, a definite place in policy

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John Dewey, "Democracy for the Teacher", Progressive Education, 8:217, March, 1931.

making."²² Several years later, in 1939, another administrator pointed out that improved standards of teacher preparation had made teachers capable of aiding in the formulation of school policies and in decision making.²³ Many of the early writers, when advocating the participation of teachers in administration, made the point brought out recently by Moore and Walters²⁴ who maintain that staff morale develops proportionately to the part that the group exercises in its own regulation and policy determination.

Historical development. In tracing the development of teacher participation in administration one cannot help but notice the divergence of opinion as to (1) the degree to which teachers should be involved, (2) the matters in which they should be involved, and (3) whether their voice should be confined to policy formation or should also include decision making. The literature shows that there are degrees of participation, ranging from complete responsibility to no participation. Matzen and Knapp point out, however, that

²²W. W. Carpenter, "Participation of Teachers in the Determination of School Policies", Peabody Journal of Education, 9:234, January, 1932.

²³W. D. Ashfal, "Superintendent's Advisory Committee", The School Executive, 59:34, November, 1939.

²⁴Harold E. Moore and Newell B. Walters, Personnel Administration in Education, New York: Harper and Brothers, Publishers, 1955, p. 39.

most of the functions delegated to teachers fall between
 these two extremes.²⁵

Upon analyzing what the literature relates regarding the early beginnings and growth of the concept of teacher participation in administration, the writer would like to summarize its general development in order of the sequence listed below:

No teacher participation in administration

Department heads and principals serve on superintendent's advisory council

Teachers given voice in classroom practices and subject-matter functions

"Suggestion boxes" come into vogue

Teachers invited to help determine educational philosophy, aims and methods

Teachers invited to assist in determining all policy matters except those related to salaries and personnel

Teachers involved in all phases of the operation of the school including salary negotiations and personnel-policy formation

It is recognized, of course, that only a few schools have arrived at the last stage of development mentioned above. Nevertheless, more and more schools are inviting teachers to share in the making of policies and decisions which will affect them in their personal, professional and community life.

²⁵

John M. Matzen and Robert H. Knapp, "Teacher Participation in School Administration", American School Board Journal, 97:28, October, 1938.

Pertinent research studies. A Michigan superintendent, writing recently on the subject of effective leadership, said, "An area of concern is what sort of decisions the teaching staff should help to make . . . Policy is the sole property of the board of education. Such decisions, however, are of vital concern to the teaching staff, and they may play an important part in policy formation."²⁶

While it is an area of concern to school executives, only a few studies have been made relative to the rights and responsibility of teachers to participate in administration. The few studies that have been completed show that teacher participation in administration is becoming an increasingly common practice. However, only one of the studies to be cited by the writer made reference to the use of committees as a means for involving staff participation in administration.²⁷ Therefore, the writer still maintains that no studies have been made in an attempt to define the role of committee organization in administration or to discover what teachers think of the use of committees as a means for

²⁶ An unpublished paper, "Administration for Growth", by Gordon Williams, graduate student in Administrative and Educational Services, Michigan State University, East Lansing, Michigan, May, 1957, p. 4.

²⁷ National Education Association, "Personnel Committees Including Staff Members in Cities Over 30,000 Population", Circular No. 2, Washington, D. C., February, 1950, 15 pp.

involving them in policy formation and decision making.

Probably the most recent and most comprehensive national study made on the subject of teacher participation in administration was a survey conducted by the National Education Association in 1945. In summary of this study, the Research Division of the NEA concluded that 40 per cent of over 40,000 teachers included in this national survey favored greater participation in policy formation than was being allowed in their respective schools.²⁸ An earlier study, including reports from 1450 teachers in twenty-two states, was made by the Department of Supervisors and Directors of Instruction (a department of the NEA) in 1938. Here, evidence was shown of the great interest by teachers to participate in administration and of the wide gap that existed between that interest and their opportunities to participate.²⁹

A study closely related to teacher participation in administration was completed by the American Association of School Administrators in cooperation with the Research Division of the NEA in 1950.³⁰ This study dealt with personnel

²⁸National Education Association, "Democracy in School Administration", Discussion Pamphlet No. 12, Washington, D. C., April, 1953, p. 18.

²⁹National Education Association, Department of Supervisors and Directors of Instruction, Cooperation: Principles and Practices, Eleventh Yearbook, Washington, D. C., 1938, p. 168.

³⁰Circular No. 2, Research Division, NEA, op. cit., 15 pp.

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committees on which classroom teachers were represented. The general impression that one gains from this report is that there is, today, considerable exploration of the possibilities of teacher participation in many kinds of personnel committees.³¹

In attempting to discover what relationship existed between staff morale and teacher participation in administration, 1800 teachers from forty-three states responded to a questionnaire prepared by Francis Chase.³² In reporting Chase's findings the Mid-west Administration states, "Teachers who report opportunity to participate regularly in making policies are more likely to be enthusiastic about their schools than those who report limited opportunity to participate."³³ The report went on further to state that teachers feel they have a right to participate in framing policies related to educational aims and their own welfare.³⁴

A study of over 400 schools in Ohio, made by the Ohio Education Association in 1950-51, showed that teachers felt

³¹Ibid., p. 5.

³²Mid-west Administration Center, Administrator's Notebook, Chicago: University of Chicago, Volume No. 1, May, 1952, Number One, 4 pp.

³³Ibid., p. 1.

³⁴Ibid., p. 3.

there was a tendency toward democracy in policy formation.

A specific recommendation that came out of this study was that large staffs elect committees to study the policy involved and report back tentative findings and solutions for further study and modification.³⁶

A similar study, covering 238 high schools in Indiana, showed that teacher participation in administration tended to increase proportionately with the size of the school.³⁷

Probably the most recent study on the subject was completed by Otis M. Dickey in 1954.³⁸ After a thorough discourse on the advantages and limitations of staff participation in administration the author lists the several administrative functions where teacher participation might be feasible. He concludes, however, that teachers and administrators should work together as a team only in those areas of administration on which they have agreed to work.

A statement by the Bruce brothers, in which they

³⁵William W. Williams, "Does the Staff Participate in Policy Formation?", Education Digest, 16:20, May, 1951.

³⁶Ibid., p. 22.

³⁷Ibid., p. 22.

³⁸Otis M. Dickey, The Professional Attitudes of Teachers and Administrators Concerning Democratic Procedures in Public School Administration, Unpublished doctoral thesis, Denver, Colorado: University of Denver, 1954, 307 pp.

editorialize on the subject of staff participation in administration, is germane at this time. Referring to studies completed, they observed that where regularly organized plans of teacher participation had been in use for a time, there was a distinct growth in professional attitudes and a spirit of cooperation throughout the school system.³⁹

A review of the research studies cited above shows that each seemed to use a different approach in analyzing the subject of teacher participation in administration.⁴⁰ Except one, which made reference to personnel committees, none of these studies concerned themselves with the means, as such, for getting faculty participation in administration. This supports the writer's contention that a study needed to be made of the role of committee organization in schools as seen by classroom teachers. If there have been past abuses of the committee technique, it has been due, probably, to not having its role defined as to its duties, authority and limits. Let us now review the literature on the most popular medium for involving teacher participation in administration -- the committee technique.

³⁹ William C. and William G. Bruce, "Administrative Rise of the Teacher", American School Board Journal, 103:52, July, 1941.

⁴⁰ Circular No. 2, NEA Research Division, op. cit., 15 pp.

THE COMMITTEE TECHNIQUE IN SCHOOL ADMINISTRATION

Definition. Because committees are the chief media of group process for involving staff participation in administration, it is appropriate that they be defined a little more exactly before proceeding. For purposes of this study, a committee shall be thought of as a group of persons duly authorized to represent, act for, or assist a larger group. It is given its assignment by a larger body in accordance with the laws governing the larger body. Its function can be either fact-finding, policy-making, executive, evaluative or coordinative. Its members can be chosen by other staff members or be appointed by the administration. The size of the committee will depend on its purpose and the task it is assigned. As a general rule, the size is kept as small as possible. One authority cautions that the larger the committee, the more expensive and unwieldy it becomes.⁴¹ Floyd W. Reeves, an expert in committee organization, concurs⁴² in this.

Early beginnings. It was not intended in this study to

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Newman, op. cit., p. 234.

⁴²

Floyd W. Reeves, Hypotheses Related to the Use of Individuals or Boards Suggested for Consideration as Principles, Unpublished Paper, Michigan State University, East Lansing, Michigan, 1954, p. 2.

provide a detailed account of the historical development of the committee technique in school administration. However, a brief review from its inception to the present level of sophistication that committees have attained in administration will be presented.

The use of committees as an administrative device can be traced back to the Greek and Roman civilizations. One writer states that the committee technique has been especially popular in Anglo-Saxon countries where it is regarded as an important aspect of democracy.⁴³ Another reminds us that the use of the jury system is an early form of the committee process and dates back to the Anglo-Saxon tradition.⁴⁴

According to Moore and Walters,⁴⁵ the use of committees in public school administration in the United States dates back to 1910. They point out that within a decade after 1910 over 100 school systems were using committees in some fashion.⁴⁶ However, a close examination would show that the

⁴³Newman, op. cit., p. 217.

⁴⁴J. K. Munford and E. D. Duryea, Jr., "Administrative Committees Can Work", School and Society, 74:409, December, 1951.

⁴⁵Moore and Walters, op. cit., p. 40.

⁴⁶Ibid., p. 40.

functions these early committees performed were relatively superficial and unimportant. That teachers were not invited to advise on such vital matters as curriculum, salaries, etc., is brought out by one who has quite thoroughly traced the number and importance of committees in school administration.⁴⁷ Although their areas of responsibility, today, are more significant, early committees of teachers had little official recognition in the government of the school.

Use of committees in school administration today. It has been only in the past two decades that committees, composed of teachers, began to serve functional purposes in the organization of the school. Prior to the 1930's, personnel, curriculum, public relations and other important committees were made up of administrative and/or supervisory staff members who advised the superintendent. A few schools in the 1930's saw the advantage of involving classroom teachers on committees studying policy formation. The public schools in Tuckahoe, New York,⁴⁸ and Rochester, Minnesota,⁴⁹ deserve mention in this respect.

⁴⁷Harl R. Douglass, Modern Administration of Secondary Schools, Chicago, Ginn and Company, 1954, 604 pp.

⁴⁸Ward I. Miller, "Cooperative School Administration", The School Executive, 64:39, June, 1945.

⁴⁹G. D. Strayer, "Why Teacher Participation in Administration?", American School Board Journal, 94:68, April, 1937.

Since the end of World War II the committee technique has been used increasingly as an administrative device in schools in the United States. Some administrators have gone overboard on the use of group process with resulting over-organization of committees; there are joint committees, sub-committees and, in some cases, a committee on committees. Yet, in a few school systems, there exists only a single staff committee to advise the superintendent. The trend, however, is toward cooperative administration. One authority, in writing on the subject recently, points out that most school systems today employ procedures designed to permit people affected by certain plans or policies to participate in formulating them.⁵⁰

The existence of committee structure, per se, does not guarantee democratic administration. Let us briefly review the literature on the subject of committee structure and process in an attempt to show that committee functioning will be effective to the extent that its organization and operation are built upon sound principles. By effective committee functioning is meant a plan whereby teachers work with, not for, administrative officers in framing policies and making decisions affecting the over-all operation of the school.

⁵⁰ Henry J. Willette, "Cooperative Administration; Fact or Fancy", NEA Journal, 44:91, February, 1955.

Committee structure and process. Principles of committee organization that make for more effectiveness in group work will be discussed in greater detail in subsequent pages of this study. Some general comments taken from the literature will be presented at this time to orient the reader to the importance of both structure and process as they affect the use of committees in administration. More attention seems to be given process than structure by the writers in education.

Regarding structure, it is safe to say that democratic administration does not assert itself automatically with the creation of committee organization. Nor can it be arbitrarily assumed that a collection of individuals means that they will function as a group. We are apprised of this by one writer who said, "There is nothing inherently democratic about committees; they are used by the communists today."⁵¹

Another cautions that committee structure can get caught in the way of effective communication,⁵² Despite certain weaknesses in structure, the "best" organization, in a democratic sense, is one which enlists the active participation

⁵¹Ronald Burnight, "Democracy and the Committee Method", Educational Forum, 22:326, March, 1958.

⁵²W. C. Seyfert, "Experiences in Faculty Self-Determination," School Review, 61:467, November, 1953.

of as many of the staff as are willing. In this respect,
⁵³Yeager states that the use of committee structure is an established procedure in American education because a small working group can accomplish more than a larger, unwieldy assembly.

Democratic administration can also get bogged down in process and, oftentimes, it is the improper use of committees that is responsible. The use of elaborate group-dynamics procedures, beyond employing sound psychological principles, cannot be justified. The willingness to accept group discussion of a problem as an end in itself is also intolerable as far as committee process is concerned. To consider socializing of its members as successful committee action is another violation of process, according to one professor of school administration.⁵⁴ Another charge leveled at group process is that it is often an excuse to loaf along unnoticed, to pass the educational buck and to haggle over definitions⁵⁵ of aims.

In summary, it should be said that much of the criticism of committee structure and process could be avoided if the

⁵³William A. Yeager, Administration and the Teacher, New York: Harper and Brothers, Publishers, 1954, p. 277.

⁵⁴Lester W. Anderson, "How Faculty Committees May Produce", Education Digest, 22:23, October, 1956.

⁵⁵John G. Barnes, "Do You Hide Behind Group Process?", The School Executive, 77:42, July, 1958.

basic advice given by Kimball Wiles were followed. He suggests that committees must know the functions they are to perform, how these functions will fit in with other committees, and the way the work of the committee will be brought to bear on school problems.⁵⁶

Bibliographical sources cited. In reference to the review of literature it should be stated that the bibliography listed in this study is selective rather than complete. Only those materials were included which were directly used in the writing or which the writer consulted. No attempt was made to include references or related materials which were not used in connection with the writing of the thesis.

SUMMARY

The purpose of this chapter has been to show, via a history of articles, the development of teacher participation in administration from its early beginnings to the present. A review of the literature shows that there is a divergence of opinion among the writers as to how and when to involve faculty participation in administration. Much of this confusion is due to teachers and administrators, alike, failing

⁵⁶Kimball Wiles, Supervision for Better Schools, Englewood Cliffs, New Jersey, Prentice Hall Incorporated, 1955, p. 23.

to differentiate between policy-making and policy-execution in cooperative administration. Also, too few of the writers fail to make a distinction between the quantitative and qualitative aspects of staff participation in administration.

While several studies related to faculty involvement in administration were found in the research, the writer could find nothing in the literature which showed how teachers felt toward the committee technique as a means for securing this involvement.

Although the literature revealed that administrators strongly advocate the use of committees, no studies were discovered which showed whether teachers looked upon this with either favor or disfavor. The writer is convinced that no investigations have been made in Michigan, and probably none in the United States, in which an attempt was made to determine teachers' attitudes toward the use of the committee technique in public school administration.

CHAPTER III

METHODOLOGY

INTRODUCTION

The purpose of this chapter is to present the methods and techniques employed in the study. The data were secured from two sources; namely, a questionnaire completed by classroom teachers and a canvass of all possible literature listed in the bibliographical sources. Additional data, relative to the role of the committee technique in school administration, were presented on the basis of the writer's observations, experience and from inquiries made of administrators and teachers.

The writer feels that the results and/or implications of the study will have significance for administrators in the wise use of the committee technique and for improving personnel relations in their local school systems. Each administrator, who agreed to allow the teachers in his school district to participate in the questionnaire study, was furnished a tabulation and an interpretation of the results of the survey as they applied to his local school situation.

ORIGINAL RESEARCH IN THE STUDY

Selecting the universe for the study. No matter what criterion are used in the selection of a universe in a survey study certain limitations are present which keep one from making safe generalizations to the next larger population unit. The writer experienced considerable difficulty in selecting a universe that would satisfy the elements of commonality and randomization for the school systems and the communities of which they were a part.

Approval was finally granted the writer to use as a universe the sixty-five public high school districts in Michigan's Upper Peninsula, employing 1600 teachers, and which provide education from kindergarten through grade 12.

Schools participating in the survey. In an attempt to make the sampling procedure as scientific as possible, every public high school district in the Upper Peninsula was invited to participate in the survey. In terms of randomization, then, every high school district in the Upper Peninsula had an equal chance of being included in the study. Teachers in one and two-room schools were not included in the sample nor those from any of the graded school districts (those not providing a high school education).

The writer's first step was to get an endorsement of the study from the superintendents-school board members'

group. After talking with Dr. Clyde M. Campbell, Executive Secretary of the Michigan Association of School Administrators, and Mr. Sid Sixsma, Executive Secretary of the Michigan School Board Members Association, the writer contacted Mr. Henry J. Bothwell, president of the Upper Peninsula Superintendents'-School Board Members Association. The writer requested that he be allowed to appear on the program of a two-day meeting of the latter group to be held in late January. At this meeting it was planned to introduce the project to those present for purposes of suggesting ways in which interested school districts might participate. However, the meeting was reduced to a one-day affair and the writer was informed that he could not appear on the program as a result of the time curtailment.

The only alternative then facing the writer was to individually contact all the superintendents of high school districts in the Upper Peninsula. This was accomplished by telephone, personal contact, contact at professional meetings and by first-class mail. Sixty-five superintendents were contacted, and twenty-five accepted the invitation to have their school system participate in the study. This represents 38 per cent of the high school districts in the Upper Peninsula and 61 per cent of all the teachers in high school districts in the U. P.

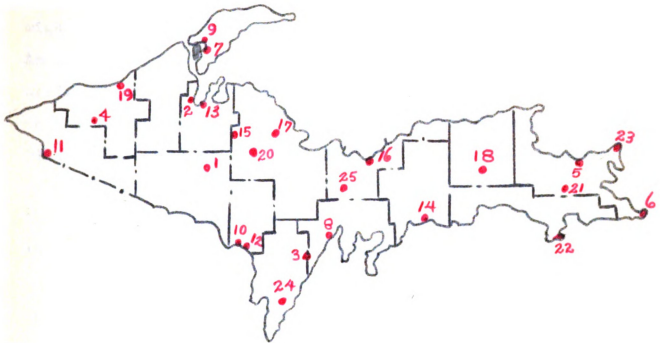
Upon requesting administrators to allow their teachers to participate in the study, the writer agreed to furnish them a written tabulation and interpretation of local results. A map (Figure 2) shows the participating school districts. Twenty-five high school districts in the U.P. agreed to participate in the survey representing a potential total of 900 respondents. The reader should be reminded, however, that teaching principals and special teachers did not participate. Add to this persons who, for some reason or other, were not at the meeting when the questionnaires were completed and the total number diminishes further.

There were also a few teachers who did not wish to make their feelings known on the matter and, thus, did not complete a questionnaire. As a result, the number of returned questionnaires totaled 657 out of a possible 900 from the twenty-three participating districts. * The number of teachers in the participating schools ranged from 9 to 135, with a mean 43.5 and a median of 34.5.

Instrument used in the study. A questionnaire (a copy is included in the appendix) was used as the chief instrument

*One school system which agreed to participate, and received questionnaires accordingly, did not follow through on its agreement; in another, the superintendent suffered a heart attack, was hospitalized for the rest of the year and his replacement did not see the survey through to completion.

SCHOOL DISTRICTS IN MICHIGAN'S UPPER
PENINSULA PARTICIPATING IN QUESTIONNAIRE STUDY



KEY

<u>NUMBER</u>	<u>NAME OF SCHOOL DISTRICT</u>
1	Amasa
2	Baraga
3	Bark River-Harris
4	Bergland
5	Brimley
6	DeTour
7	Dollar Bay
8	Escanaba
9	Hancock
10	Iron Mountain
11	Ironwood
12	Kingsford
13	L'Anse
14	Manistique
15	Michigamme
16	Munising
17	Negaunee
18	Newberry
19	Ontonagon
20	Republic
21	Rudyard
22	St. Ignace
23	Sault Ste. Marie
24	Stephenson
25	Trenary

for investigation purposes. The instrument utilized a checklist so as to help guarantee anonymity in case any attempt might be made to identify respondents by their hand-writing. An attitude and opinion survey, using a five point scale, was used. The categories comprising the range-of-belief scale were STRONGLY AGREE, TEND TO AGREE, TEND TO DISAGREE, STRONGLY DISAGREE and DOES NOT RELATE. The DOES NOT RELATE category was included because it was felt that if a significantly large number indicated that a certain item did not relate to their training and experience, this too would have implications for the administrator. The instrument contained twenty items (with a possible twenty-seven responses) of a situational nature and all of which were related to principles of committee organization. Double this number of items were deleted in the process of eliminating those which dealt with the mechanics of committee organization rather than with underlying philosophy.

The superintendent of every high school district in the U.P. was provided a copy of the above-mentioned questionnaire and was invited to have his system participate in the survey. Those agreeing to participate were sent enough questionnaires for all classroom teachers along with brief, written instructions to building principals for administering them to teachers.

Names of individuals were not asked for and the writer suggested that the questionnaires be completed at a faculty meeting or in a group setting so that anonymity could be further guaranteed those wishing this safeguard. In respect to teacher anonymity, the writer suggested that a highly respected teacher be named as the one to whom the questionnaires could be turned in to if the principal wanted to reassure the staff that no attempt would be made to identify individuals. Of course, if any of the items in the questionnaire were directed toward the local administration, it was by implication, at best. Thus, these safeguards might have been unnecessary as most respondents were probably not concerned with anonymity.

The school systems participating in the survey were asked to return the completed questionnaires at their earliest convenience so that they could be furnished an interpretation of the results and/or implications of the study as it applied to their local situation. In most cases, the questionnaires were returned by building principals so superintendents did not have access to them before tabulation even if they wished to.

Rationale for universe selected for the study. Before leaving the subject of the writer's original research, an attempt will be made to justify the universe chosen for the

study. The factors of availability of data, cost and time had to be in keeping with his resources. However, the writer felt that the type of investigation he was making would have practical value in his work so he continued to pursue this type of research.

The investigator has had a genuine interest in this phase of personnel administration for some time and wished to pursue it further even though it would involve additional time and expense. The original research phase of the study was carried out by the writer sans financial assistance from outside sources, thus, the universe chosen had to be within proximity of the writer for travel and communication purposes. The above reasons account for the practical considerations for choosing the high school districts in Michigan's Upper Peninsula as the universe for the study.

Another reason that the U.P. schools were chosen is that schools in the northern peninsula are not often involved in research projects and surveys. Except for a half-dozen or so, schools in the U.P. do not have close contact with institutions of higher learning and, thus, cannot keep as well abreast of educational trends as can schools in lower Michigan. Outside of this aspect of commonality, the writer feels that the school districts in the U.P. constitute a valid sample because they represent a variety of community

types as to (1) size, (2) geopolitics, (3) wealth, (4) ethnic and religious composition; thus, it ought to be safe to make some generalizations as the study progresses.

OTHER RESEARCH IN THE STUDY

The writer examined the following types of literature in an attempt to analyze present practices and theory relative to group process in administration: (1) periodical literature (found in professional journals), (2) textbooks in school administration, (3) yearbooks, (4) pamphlets and bulletins from professional organizations of teachers and administrators, (5) graduate theses and miscellaneous sources such as speeches, educational newsletters, educational news sections in popular magazines, etc.

The bibliographical sources consulted were mentioned in the last chapter. Similarly, it would be repetitious to discuss the bibliographical procedures followed in the historical research phase of the study as these were also spelled out in Chapter II.

UNUSUAL INCIDENTS IN THE STUDY

Several incidents occurred during the course of the study which were not anticipated and which probably deserve mention. Although not requested to do so, eight superintendents

took the liberty to return a completed questionnaire. Six of these men saw fit to fill in the questionnaire, although they did not allow the teachers in their system to participate in the survey. Two other superintendents wrote quite lengthy letters in which they were very critical of the committee technique in school administration.

The writer was pleasantly surprised by one administrator who sent in a package of completed questionnaires even though he had never requested any. Evidently, he had a master ditto copy made of the sample questionnaire sent him and had enough run off to accommodate all of his teachers. He had his staff complete the questionnaires and then sent them to the writer. Receipt of them from Republic was the first knowledge the writer had that this school system was participating in the study.

DEVELOPMENT OF THE QUESTIONNAIRE

The questionnaire in its final form bears only a small resemblance to the original draft. At a meeting of the writer's guidance committee, some notable criticisms and suggestions were presented and the instrument enjoyed its first revision shortly after. Guidance Committee members also pointed out weaknesses and made suggestions in subsequent individual conferences.

At one time the questionnaire contained seventy-five items; this was later reduced to fifty-eight and finally to twenty-seven. In its early stages it was planned to include superintendents, board members and teachers in the survey; in the end, only classroom teachers took part.

Before it was sent to schools in its final, revised form for use in the study, the questionnaire was pre-tested by a group of twelve doctoral candidates in a graduate seminar and by a half-dozen teachers and administrators who were close friends of the writer. Frank criticism was encouraged. The writer received much extra help in readying the questionnaire in its final form from his major advisor and from his cognate advisor who has had much experience in the construction of questionnaires and similar survey instruments.

PLAN FOR ANALYSIS OF DATA

The writer was interested in discovering whether or not teachers generally favored the use of committees in school administration and, if so, in what areas of policy formation and decision making they felt they should have a voice. It was felt that the implications of the questionnaire study would be even more meaningful if certain variables of the personal and professional background of teachers were analyzed.

These were cited earlier in Chapter I (i.e. sex, length of teaching experience, residence, etc.).

The writer feels that the results of this study have implications for educational administration. It is hoped, too, that the tabulation and summary provided each school system participating in the survey will be of especial value to the administrators and teachers in these schools.

CHAPTER IV

ADVANTAGES AND LIMITATIONS OF THE COMMITTEE TECHNIQUE IN ADMINISTRATION AS SEEN BY THE EXPERTS

INTRODUCTION

That group process is not considered a panacea for all administrative ills is ably demonstrated in a satirization of group dynamics by Whyte in his book, The Organization Man.¹ Despite his light treatment of the subject and other uncomplimentary references toward cooperative effort, it is the writer's belief that administrators must continue the search for sound principles of organization by which the creative talents of teachers can be utilized in school administration.

Regarding the limitations of group process, a classic remark is attributed to Winston Churchill. When informed that Lindberg had flown the Atlantic, he did not respond with any great enthusiasm, whereupon the reporter turned to him and said, "But, Mr. Churchill, you don't understand. Lindberg flew the Atlantic alone." Churchill's response was,

¹ William H. Whyte, Jr.; The Organization Man, New York: Simon and Schuster, 1956, p. 47.

"I would have been much more surprised if a committee had² done it."

Within the profession there is considerable disgust and cynicism on the part of teachers toward the use of committees. In making reference to the subject of school assignments a prominent teacher, and president of the Wisconsin Education Association in 1956-7, said, "The members of no other profession go to as many committee meetings as teachers -- and in many instances the thought of another committee is³ enough to send us into hiding."

The writer has occasioned frequent criticism of the committee technique in his reading and during his experience, both as a teacher and as an administrator. Because many administrators, professors of education and experts in other fields have pointed out certain limitations of the committee method, it is only fair that this point of view also be brought to the reader's attention. It will be the purpose of this chapter to consider both the advantages and limitations of the use of committees in administration as viewed by the experts.

²Willard S. Elsbree, from an address, "Staff Relations in School Administration", delivered at the 81st annual convention of the American Association of School Administrators, 1955.

³Clarice Kline, "Three Phases of Professional Growth", from an address delivered at the annual meeting of the National Commission on Teacher Education and Professional Standards held in Washington, D.C., on June 25, 1957.

It is to the theorist and the expert that practitioners in any field look for new ideas for improving performance in their jobs. In the case of school administration, superintendents and principals turn to professors of education for help and guidance in understanding the philosophical implications of their leadership roles.

Due to local pressures and political machinations, the practitioner is often prone to do that which is expedient. Without the theorist and the expert to point the way toward the ideal, and to serve as a guide and inspiration, it is all too easy for administrators to abdicate their role as educational statesmen. Let us examine some of the advantages of the committee technique cited by those with more of a philosophical bent than the typical administrator who feels he is too often pre-occupied with running the school to have time for reflective thinking.

ADVANTAGES OF THE COMMITTEE TECHNIQUE IN ADMINISTRATION

Improved communication. One of the major weaknesses of the line and staff organization is that too often communication is one way -- downward. This is a common complaint registered by teachers and it is a legitimate one. Words moving downward telling those at the operating level what to do is not as effective as when the administrator can take time to work with teacher groups.

The committee technique is an excellent medium for improving communication not only between faculty and administration but, also, between the school and community. Sound committee organization not only gives teachers an insight into some of the broader aspects of school management but they, in turn, also can better interpret the school to the community. Hagman and Schwartz point out that teacher groups, having had an opportunity to participate in decision-making, can assist in the interpretation aspects of management.⁴

With good leadership, committees provide opportunity for direct, personal contact and an informal exchange of ideas and views and, consequently, a better informed staff.

Cooperative decisions last longer. A familiar refrain in many recent textbooks in school administration goes something like this: Decisions are more likely to be acceptable and policies executed more successfully when the persons affected by them have had a voice in their determination and formulation. Pittenger⁵ tells us that cooperatively developed policies are better executed than policies handed down.

⁴Harlan L. Hagman and Alfred Schwartz, Administration in Profile for School Executives, New York: Harper and Brothers, Publishers, 1955, p. 132.

⁵Benjamin F. Pittenger, Local Public School Administration, New York: McGraw-Hill Book Company, 1951, p. 57-8.

6

Other authorities⁶ say that teachers like to be consulted and that they feel they have a significant part in the enterprise as a result. The latter point of view has official endorsement in a teachers' publication put out by the Department of Classroom Teachers of the National Education Association.⁷

The writer feels it is safe to generalize that cooperative decisions last longer and in education, where professional relationships exist, it is likely that decisions or policies arrived at in this manner will, in most cases, be more sound than those of any one person.

Coordination. One expert in the area of organization points out that committees are often created for the explicit purpose of bringing together men whose activities need to be coordinated.⁸ Experience has shown that committees can serve as an excellent device for setting the stage in which voluntary coordination can take place.

Committees not only serve to coordinate the work of individuals in an organization but can be very effective in coordinating the activities of each part of the enterprise,

⁶ John T. Wahlquist, and others, The Administration of Public Education, New York: Ronald Press Company, 1952, p. 477.

⁷ National Education Association, "Democracy in School Administration", Discussion Pamphlet No. 12, Department of Classroom Teachers, Washington, D. C., April, 1953, p. 7.

⁸ Newman, op. cit., p. 42.

according to another authority.⁹ He goes on to say that in this way the total effort of all persons can be called upon to help the organization meet its objectives.¹⁰ An example of the latter in school organization would be a curriculum coordinating committee, composed of representatives of various subject-matter fields and grade levels from the kindergarten through grade twelve.

Stimulates professional growth of teachers. It is commonly agreed that one of the values derived from committee work is the professional growth of its members. This is not to say that unqualified persons should be placed on committees for purposes of being "educated." However, if a teacher takes his committee assignment seriously, he will broaden his perspective, increase his knowledge and show a distinct growth in professional attitudes.

¹¹In this respect, Trecker says that when problems or tasks at hand are new, committees are very useful in an exploratory way. Such exploratory activity on the part of the committee will usually result in the professional growth of its members.

⁹Ernest Dale, Planning and Developing the Company Organization, New York: American Management Association, 1952, p. 14.

¹⁰Ibid., p. 14.

¹¹Trecker, op. cit., p. 89.

Encourages critical thinking. Kirby states that the committee system encourages critical thinking, close evaluation and a desire to understand.¹² Critical thinking and close evaluation are possible and highly desirable provided that the individual has freedom of expression so that he can say what he really thinks. By the same token, if a person believes in the "give and take" of group discussion, he is duty-bound to try to understand all points of view presented. In this type of committee setting one would have little opportunity to reinforce one's prejudices.

Committee structure and process lends itself to individual expression and to an exchange of ideas not possible in large group meetings. Some type of small-group process needs to be provided for in the typical line and staff organization if all persons are to be afforded an opportunity to offer their creative talents to the enterprise of which they are a part.

Critical thinking on the part of committee members will take place to the extent that frank and free expression are standard procedure in the committee's functioning.

Administrators think WITH, not for, teachers. Several years ago Clyde M. Campbell, Professor of School Administration

¹² Byron C. Kirby, "Let's Appoint a Committee", Elementary School Journal, 49:295, January, 1949.

at Michigan State University, stated, "The administrator of creative workers should think WITH, not for staff members."¹³

This same sentiment is expressed by Hagman and Schwartz who say that the practical administrator has learned that now he must work with personnel in the school organization or be defeated by them.¹⁴ More and more, schools are creating organizational machinery that has the administrator working with teachers in the solution of problems or are establishing committees, composed of teachers, with which the administrator maintains close liaison. When administration takes teachers into partnership in carrying out the aims and the functions of the school, they feel a greater responsibility for the successful operation of the school,¹⁵ Edmondson tells us.

Certainly, one of the advantages of the committee technique is that it provides administrators an opportunity to think with, rather than for, teachers in making decisions and shaping school policies. The gap between administration and teachers is still too wide and it will be narrowed only as administrators show a greater willingness to think with teachers. Committees, composed of teachers and administrators,

¹³Clyde M. Campbell, "A Democratic Structure to Further Democratic Values", Progressive Education, 30:27, November, 1952.

¹⁴Hagman and Schwartz, op. cit., p. 102.

¹⁵J. B. Edmondson, Joseph Roemer, Francis L. Bacon, The Administration of the Modern Secondary School, New York: MacMillan Company, 1953, p. 93.

can serve as a functional means for achieving this type of cooperative thinking.

LIMITATIONS OF THE COMMITTEE TECHNIQUE IN ADMINISTRATION

Not all writers in education wax eloquent on the use of committees in school administration. Many point out that in some areas of decision making and policy formation two heads are not better than one. Too, many administrators feel that it is neither necessary nor desirable to subject all matters to group debate.

In fact, some administrators have expressed disappointment with teacher participation in administration because of their failure to understand the implications of participation.¹⁶ Because the committee technique is the most popular medium for involving teacher participation in administration, let us examine some of its limitations. An administrator's failure to be aware of these limitations can serve to lower staff morale just as the wise use of committees can help to build morale.

Decentralizes responsibility. In a recent interview a top business executive said, "G.E. (General Electric) has no

¹⁶ American Association of School Administrators, "The American School Superintendency", Thirtieth Yearbook, Washington, D. C., 1952, p. 65-6.

place for committees as decision-making bodies. A committee moves at the speed of its least informed member and too often is used as a way of sharing irresponsibility."¹⁷ Unfortunately, this is a point of view that is all too common in the business world. However, the greater use of committees in education should not be construed to mean that school administrators use them as a means of evading responsibility.¹⁸ In this respect, Englehardt cautions that the committee plan does not relieve the superintendent of the responsibilities assigned him upon taking office. It cannot be denied that the committee technique, under the guise of democracy, has been used by unthinking or unwilling administrators to skirt their responsibility as educational leaders.

Control by administration. Too often committees, because they are created by administrators, are then controlled by them. That administrators have been guilty of exerting too much control over such teacher groups is pointed out by Petty and Chandler.¹⁹ This is often accomplished by the

¹⁷A quote by Mr. Ralph Cordiner in an article, "General Electric's Cordiner", appearing in Time magazine, LXXIII, No. 2, January 12, 1959, p. 85.

¹⁸Fred Englehardt, Public School Organization and Administration, Chicago, Ginn and Company, 1931, p. 158.

¹⁹B. J. Chandler and Paul V. Petty, Personnel Management in School Administration, New York: World Book Company, 1955, p. 70.

administration exclusively appointing the membership of committees and by consigning matters of minor importance to committees made up of teachers, according to these same authors.²⁰

Administrators are open to the charge of pseudo-democracy if teachers are not invited to have a part in the selection of colleagues for committee assignments, especially in the areas of professional problems and teacher welfare. Similarly, the expense of committee action should be avoided when the decision is not particularly important or else the charge of "busy work" is justified.

Legal limitations. Brandes gives the reminder that a school policy-making group has to function within certain legal limitations.²¹ Any committee in the organization of the school is an extra-legal body and, thus, for all practical purposes is only advisory in nature.

Whether it be a system-wide committee on professional problems or a small study group in a building, the extent of its authority is in the making of recommendations to the principal and faculty, the superintendent or the board of education. In other words, somewhere in the hierarchy of

²⁰

Ibid., p. 70.

²¹Louis G. Brandes, "Providing for Policy-Making in a School Through Democratic Group Participation", American School Board Journal, 129:37, November, 1954.

the organizational structure, there is a check on the powers of the committee. Regardless of the assignment and authority vested in a committee, in Michigan, the local board of education is ultimately responsible for all policy matters. Thus, in this state, all committees have a final check on them.

Psychological limitations. Even more important than the legal limitations of committees are their psychological limitations. Certain limits are necessary in order that a committee operate within the legal framework of the parent organization. However, once this has been established, the frailties of human nature have to be reckoned with before a committee can function effectively. One authority²² lists some of the idiosyncracies of individuals that serve as psychological blocks in a school policy-making group. He lists:

1. Fear of participating in making decisions
2. Lack of ambition
3. Lack of confidence in colleagues
4. Opposition to change
5. Inability to communicate thoughts
6. Poor self-organization

Another psychological limitation results when teachers take the attitude that an administrator seeks an expression

²²Ibid., p. 38.

from them because he is afraid to take a stand. This²³ observation was made by Hunkins some time ago. It is true that many teachers probably prefer to concentrate their efforts in doing a good job of teaching and do not wish to be involved in administrative matters. Nevertheless, teachers are showing anything but a professional attitude when they claim to lose faith in an administrator because he wants their wishes made known before a policy decision is reached.

Other limitations. There are several limitations of the committee technique not yet mentioned which deserve attention before leaving the subject. Some of these are:

1. There is often a long lapse of time between the time that a committee decision is made and action taken.
2. Oftentimes, qualified personnel are not available and persons are placed on committees who do not have much to contribute to the group deliberations.
3. Some persons on a committee attempt to gain recognition by winning an argument rather than concentrating their efforts in arriving at a common decision.
4. Persons are sometimes placed on committees studying matters in which they have no interest.

Regarding the composition of committees, Brown²⁴ says that in committee functioning it is necessary that the members be the real choices of the people they are to represent. If an administrator fails to consider this in his committee appointments, he is likely to be charged with "stacking the deck." Not only must committee members be the real choices of those they represent but they must also²⁵ be willing to work together, Brown adds.

Ego involvement cannot be avoided in human relationships, and it is probably safe to say that one of the reasons committees sometime fail to function effectively is because certain members of the group would prefer not to work with others in the same group.

SUMMARY

An attempt was made in this chapter to list some of the advantages and limitations of the committee technique in school administration. While committee deliberations are sometimes cumbersome, this is more desirable than having the school run by administrative edict if the assumptions listed in Chapter I are accepted.

²⁴Muriel W. Brown, "Some Applications of Sociometric Techniques to Community Organization", Sociometry, 6:1, p. 95.

²⁵Ibid., p. 95.

If sound principles of organization are employed, the committee technique is a tool that can be used to further both efficiency and democracy in administration. The feelings of most writers in education on the subject of group process in administration can be briefly expressed as follows: It pays to think together; this is democracy in action.

CHAPTER V

TEACHER PARTICIPATION IN ADMINISTRATION AND THE USE OF THE COMMITTEE TECHNIQUE FOR ACHIEVING IT

INTRODUCTION

The purpose of this chapter is to discuss the subjects of (1) faculty involvement in administration and (2) the use of the committee technique as a means for achieving it. It is because they have a means-ends relationship that the writer treats synonomously the subjects of teacher participation and committee organization in public schools. The only alternative, other than group process, for achieving teacher participation in administration is to delegate duties to large numbers of individuals. However, this practice does not make for effective utilization of teachers in policy formation and decision making that small-group process affords. The effective utilization of staff personnel in administration will now be discussed.

UTILIZING TEACHERS IN SCHOOL ADMINISTRATION

The United States has taken the lead among nations in developing efficient methods of utilizing its trained manpower in business and industry. A Yale professor tells us that in

the field of teaching, however, we are notoriously backward.¹
 In line with this observation, one from our own ranks
 reminds us that no administrator can be an expert in all
 areas of management and that efficiency requires the practical
 viewpoint of those who are specialists in their own right.²

Effective utilization of teachers in policy formation
 and decision making not only results in greater dividends in
 production (efficiency) but, by being involved, they are
 likely to be more democratic in their relationships with
 students. One authority states that when teachers engage in
 a living, functional share in administration they are more
 likely, themselves, to practice democracy in the classroom.³
 Similar arguments for utilizing teachers in administration
 are advocated by Penhale⁴ and Ashfal;⁵ and Hagman and

¹Eli Ginzberg, Human Resources, New York: Simon and Schuster, 1958, p. 141.

²Howard E. Henry, "Let's Practice What We Preach About Democratic Administration", The School Executive, 74:68, September, 1954.

³Louis M. Klein, "Giving Teachers a Share in Determining Educational Policy", American School Board Journal, 114:36, March, 1947.

⁴Randall R. Penhale, "Democracy Must Be Inherent in School Administration", American School Board Journal, 109:15, November, 1944.

⁵W. D. Ashfal, "Superintendent's Advisory Committee", The School Executive, 59:35, November, 1939.

⁶ Schwartz maintain that individuals exhibit a greater willingness to perform if they have had a share in the planning.

While the use of committees is often employed to make better use of the abilities of good teachers, they still oftentimes resent serving on them. Committee work which results in no modification of policy is one factor which makes for a negative feeling toward group process in administration. Then, too, some teachers feel that they should be left alone to teach. They do not realize that their talents will be better utilized as they serve on committees studying curriculum, personnel policies, public relations, etc.

⁷ Green says that one of the causes for cynicism toward committees has its source in our not knowing what matters can best be delegated to individuals and which call for discussion by all. ⁸ Story made the same observation ten years earlier so this is a problem that has proven not to be a recent one.

A plan for committee organization suggested by Clyde M. Campbell might help to solve some of the problems as to where

⁶ Hagman and Schwartz, op. cit., p. 155.

⁷ Roberta Green, "Obstacles to Democratic Participation As Seen by a Teacher", Education Digest, 18:44, February, 1953.

⁸ M. L. Story, "Limits to Teacher Participation", Educational Administration and Supervision, 39:161, March, 1943.

decision making should reside, in what administrative areas group participation should be invited, etc. Dr. Campbell⁹ suggests a committee on committees whose function it would be to select areas for special study during the school year, decide on personnel of other committees, evaluate their work and help to determine the scope of and need for new committees. A committee such as this could assist greatly in the better utilization of teachers in administration in public schools. Let us probe further the effective utilization of the staff, via committee organization, by considering the matter of committee selection.

COMMITTEE SELECTION AND APPOINTMENT

There is no assurance that a collection of individuals will function as a group. While committees are created with the aim of working toward a common objective or toward two or more non-contradictory purposes, the personnel make-up of committees oftentimes serves to deter this. Increasingly, boards of education are looking for administrators who are adept at committee organization. Because committees are only as effective as the personnel who make them up skill in committee selection and appointment is a highly desirable trait for today's administrator to possess.

⁹ Clyde M. Campbell, Practical Applications of Democratic Administration, New York: Harper and Brothers, Publishers, 1952, p. 189.

The Bruce brothers editorialized some time ago on the necessity for school superintendents to have knowledge of committee organization.¹⁰ Davies and Anderson¹¹ refer to a recent study in which this competency in administrators, as it applied specifically to curriculum development, was rated very high by teachers.

It is not easy to formulate principles of committee selection because each situation presents varying circumstances.¹² Koopman and his colleagues say that the problem of determining who shall serve on committees should be decided in terms of the community and the individual teachers. To say that exact procedures for committee selection cannot be spelled out does not negate the fact that certain considerations are taken into account when committee appointments are made. In the matter of committee selection it is desirable to choose persons who (1) feel they have something to contribute, (2) are the real choices of the people they represent, and (3) have an interest in serving. These will be considered further.

¹⁰William C. and William G. Bruce, "A Maligned Device", American School Board Journal, 115:54, September, 1947.

¹¹Vivienne Anderson and Daniel R. Davies, Patterns of Educational Leadership, Englewood Cliffs, New Jersey: Prentice-Hall Incorporated, 1956, p. 50.

¹²Robert G. Koopman, Alice Miehle, and Paul J. Misner, Democracy in School Administration, New York: D. Appleton-Century Company, 1943, p. 82.

Qualified individuals. It is not desirable to place on committees persons who will not be able to make a contribution; it is equally undesirable to name to a committee a person who is qualified but who will not be available to participate in the group's deliberations. These two points are summed up nicely by Newman when he said, "...it will be unwise to establish a committee unless there are appropriately qualified individuals who can devote the required time to the committee."¹³

Interested individuals. Poorly qualified individuals on a committee will doom it from the start. Similarly, persons should not be named for committee tasks for which they have no interest. It is unwise to place a person on a committee, even if he has special ability, if he does not seem interested in serving. Mackenzie and Corey feel that teachers will usually volunteer to serve on committees if its work seems significant to them.¹⁴ Asking for volunteers, then, might be one way to gauge interest in deciding who is to serve on the various committees in the organization of the school.

¹³ Newman, op. cit., p. 230.

¹⁴ Gordon Mackenzie and Stephen M. Corey, Instructional Leadership, New York: Bureau of Publications, Columbia University, 1954, p. 140.

¹⁵Trecker says it is bad practice to place persons on committees to "educate" them. It is difficult to accept this as a cardinal principle. A person with abilities in other fields and who was interested in a certain committee assignment should be given consideration. It is not always possible to have a committee composed of persons who are qualified, interested and available. Sometimes a balance between interest and knowledge is the best that can be attained.

Some authorities in the field of group dynamics suggest elaborate procedures in the matter of committee selection, (i.e. sociometrical appraisals). Democratic administration can get bogged down in process and the manner of committee selection could be the yoke in this case. Allowing the staff to assist in choosing committee members is a simple way to fill committee assignments with persons who will be the real choices of those they are to represent.

¹⁶Ashley Montagu says that man is born for cooperation, that the impulses for cooperative behavior are present even at birth and all they require is cultivation. If administrators accept this point of view and show an awareness of some

¹⁵Harleigh B. Trecker, Group Process in Administration, New York: The Woman's Press, 1947, p. 92.

¹⁶Ashley Montagu, On Being Human, Scranton, Pennsylvania: Haddon Craftsman, Incorporated, 1950, p. 45.

of the considerations mentioned above, it seems, then, that the matter of appointing or electing persons to serve on committees will not be a difficult task.

Even when qualified and interested individuals, who enjoy working with each other, are brought together committees many times still fail to function smoothly. A discussion of effective committee functioning will be considered next.

EFFECTIVE COMMITTEE FUNCTIONING

To function effectively a committee should be kept as small as possible because the larger it is the more unwieldy it becomes. Reeves says that the ease with which agreement is reached among members of a committee tends to be inversely related to the size of the board.¹⁷ However, even when committees are of optimum size and are composed of qualified and interested individuals, they often fail to function effectively. Attention will next be given to some of the factors that make for effective committee functioning.

Purposes clearly stated. One of the pitfalls that makes for inefficiency in group process is the failure to define clearly the problem and the scope and limitations of the committee's work. Newman makes a good statement in this respect when he says, "A clear statement of the objectives,

¹⁷ Reeves, op. cit., p. 2.

duties and authority of a committee will contribute substantially to its success."¹⁸ Such a statement is paramount if the committee is to know what is expected of it and also what is outside of its assignment.

¹⁹Mahn points out that while many administrators have profited by the use of the committee technique, many have also made trouble for themselves because they failed to recognize the purposes and functions of a committee. A committee, for example, should not concern itself with carrying out administrative procedure. In organizing faculty committees in Ramsey Junior High in Minneapolis several years ago the spheres of responsibility were clearly delineated from the start. Executive functions were clearly stated to be outside of committee responsibility. Under these conditions, Brackett states the committees were not confused²⁰ as to what they could or could not do.

Probably, the safest way to avoid confusion in stating a committee's task is to put it in writing. Hunt,²¹ showing

¹⁸Newman, op. cit., p. 231.

¹⁹Robert E. Mahn, "The Administrator in the Role of Chairman", College and University, 24:360, April, 1949.

²⁰Russel D. Brackett, "The Faculty Council", Nations Schools, 58:62, December, 1956.

²¹E. E. Hunt, Conferences, Committees, Conventions and How To Run Them, New York: Harper and Brothers, 1924, p. 9.

concern over frequent misunderstandings regarding a committee's assignment, states, "As part of the planning, one cannot emphasize too much the importance of putting things in writing."

In summary, then, it should be re-stated that it is absolutely essential to frame a clear, concise statement of the purpose for which the committee was created or it cannot be expected that the group will function effectively. Once the committee's purpose has been stated, it should go into action without delay. This is the next topic for discussion.

The committee in action. The committee's first step in getting started is to set up its own regulations if it is to make progress, according to an educator who made a reputation for himself by keeping state-wide committees active in Wisconsin.²² What this man, Dr. Ira Davis, had reference to was the establishment of "rules of the game" for the group to follow. Some of these rules are:

1. The "give and take" of group discussion; while respecting each other's opinions, none should be afraid to disagree.
2. Each has the right to initiate a suggestion.
3. Discussions must be kept group-centered.

²² Ira C. Davis, "How To Make Committees Function", Education, 56:433, March, 1936.

Following the above rules of the game requires that committee members be objective in their consideration of facts and opinions. It requires a willingness to compromise at times in order to avoid stalemate. On occasion, the committee should evaluate its progress. Thelen²³ strongly endorses this procedure if the committee is to be responsible to those it represents as well as to the larger body to which it must report.

The procedures suggested above are necessary if a committee is to run smoothly and work toward the accomplishment of its mission. In summary, it should be said that unless ease of expression is safeguarded committee members and, unless it periodically evaluates its progress, interest and participation will drop off; likewise, the productive efforts of the committee will diminish accordingly.

Time and place of meeting. One reason for the malfunctioning of committees is that adequate consideration is not given to the time and place for holding meetings. The time of the meeting should be set, of course, so that all participants can attend. Ample advance notice should be given in the absence of regularly scheduled meetings. The latter makes for better planning and individual work between

²³ Herbert A. Thelen, Dynamics of Groups At Work, Chicago: University of Chicago Press, 1954, p. 253.

meetings if they can be incorporated in the school calendar. Rush meetings are to be avoided.

A question of no little import in recent times is whether or not committee assignments should be considered a part of the work load and carried on during regular school hours. Miller and Spalding²⁴ feel that this type of teacher participation justifies meetings on school time. A better justification for released time is advanced by two other educators²⁵ who argue that this makes for more effective committee work. They say that no person is capable of contributing constructively to a meeting when he is mentally and physically fatigued.

Today, many school systems which have active committee organization compromise on the matter of providing school time for meetings by allowing early dismissal of classes on meeting dates. Leon Waskin²⁶ tells how the Center Line, Michigan, schools organized curriculum committees and set the time for meetings on this basis.

²⁴Miller and Spalding, op. cit., p. 530.

²⁵Elena F. Devaney and George E. Brown, "Let Faculty Have A Voice", The School Executive, 40:52, September, 1947.

²⁶Leon S. Waskin, "Organization for Curriculum Study", Bulletin, National Association of Secondary School Principals, Volume 43, Number 244, February, 1959, p. 44.

27

Tead suggests that committees meet for no longer than one and a half hours without making provision for recess. Deliberations should not extend beyond two hours if the energies and creative talents of teachers are to be effectively utilized. After a full day with youngsters, teachers cannot be expected to be performing at top efficiency with the clock nearing the dinner hour. In addition to holding meetings at a time satisfactory to all, it is equally important that arrangements be made for a suitable meeting place.

Needless to say, the place selected for the group to assemble should be centrally located. Once a meeting place, accessible to all, is chosen considerations of heating, lighting and ventilation should be checked to see that all are conducive to good work. The room should contain furniture that lends itself to a workshop atmosphere. If these requirements are met, the committee should consider holding all of its meetings at the same place.

Role of the chairman. The effectiveness of a committee tends to be directly related to the leadership qualities of its chairman. That the chairman is a key person in group

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Ordway Tead, The Art of Leadership, New York: Whittlesey House, 1935, p. 193.

process is ably demonstrated metaphorically by Jaffray.²⁸
 He says, "...his function is similar to the musician who sounds the 'A' in a symphony orchestra when it tunes up." The chairman puts the committee in tune, so to speak, with the subject under consideration.

Once deliberations are underway, the chairman must show faith in his co-workers throughout, Weber cautions.²⁹ He must try to allay fears and feelings of inadequacy that committee members might possess. A chairman soon discovers that there are those who are wisest and those most ignorant in the discussion of any particular problem. Unfortunately, they do not correspond to those who talk the most and those who talk the least. The chairman must discourage the loquacious. This task is more an art than a matter of definite precepts. Leigh's book lists some techniques that serve as hints to handle these instances.³⁰ Some of these are looking at one's watch, rising, interrupting the speaker to summarize what he has said and to ask him what his next point is.

All of these can be done in a courteous manner and in group discussions courtesy is worth whatever effort at self-

²⁸J. Jaffray, "Why Is A Chairman?" Rotarian, 64:37-8 February, 1944.

²⁹C. A. Weber, "Top-Heavy Leadership", Educational Leadership, 2:123, December, 1944.

³⁰Robert D. Leigh, Group Leadership, New York: W. W. Norton and Company, Incorporated, 1936, p. 69.

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control it costs. In this respect, O'Conner points out that the chairman must show respect for human personality above all other considerations.³¹

It was suggested earlier that a desirable procedure for committees to follow is to evaluate its progress periodically. A good technique along this line is to have the chairman summarize the work of the group at the end of the meeting. Dunbar is quite explicit in respect to this function of the chairman. He says, "Near the end of the meeting the chairman makes, perhaps, his most valuable contribution; he extracts from the discussion the maximum number of ideas on which there is substantial agreement."³²

Report of the committee. The final report and/or recommendations of the committee represents the most important phase of its work. Davis suggests that a fund be set up to take care of expenses for clerical assistance in connection with reporting responsibilities of committees.³³ This is not extravagant when the qualities of a good report are considered. It should be a neat, typewritten report devoid of grammatical and spelling errors. A competent secretary

³¹Lloyd R. O'Conner, "An Insidious Plot", The School Executive, 74:67, February, 1955.

³²Willis F. Dunbar, "Let's Appoint a Committee", Social Education, 7:23, March, 1943.

³³Davis, op. cit., p. 34.

is required for this and those from the school office staff should be made available to assist in this kind of work.

Specific recommendations or conclusions should be included in the report. While a unanimous report is desirable, provision should be made for the expression of those not in accord with the report. Where total agreement has not been reached, a minority report in the form of an addition to the majority report should also be submitted.

ADMINISTRATIVE RELATIONSHIPS WITH COMMITTEES

In his relationships with committees the administrator must achieve a balance between non-interest and intervention. Retreating to the confines of his office once a committee has been organized is as undesirable as his trying to dominate the work of the committee. If an administrator sits on a faculty committee, he must be especially careful that he does not enter the meeting with a conclusion already drawn. Expression of a preferred solution by him early in the deliberations of the committee is unwise because he may be afraid of reversing himself later for fear of losing face.

In all instances, the administrator should maintain close liaison with committees functioning in his school even if time does not permit him to sit on all committees that

might be organized. Hagman³⁴ mentions that as part of his leadership role an administrator should join in committee discussions but should be cautious that his status role as an administrator does not interfere with full exercise of free discussion by all committee members. Along this same line of thought, Reynolds brought out twenty years ago that the administrator will win the loyalty and respect of teachers if he treats them as fellow workers rather than as subjects.³⁵ This suggestion was made in 1939, at a time when, more often than not, teachers were regarded as trained subordinates rather than as professional colleagues.

Some administrators erroneously feel that a committee will arrive at an earlier and a more sound solution of a problem by bringing in an expert to provide the answers for them. This is not the role of the expert in group process. The expert or resource person should sit as a member of the committee and offer his knowledge and experience only after the group has acquainted him with background information.

Many administrators have alienated committee members because they felt he brought in an expert to impose his

³⁴Harlan L. Hagman, Administration of Elementary Schools, New York: McGraw-Hill Book Company, 1956, p. 268.

³⁵Brenton E. Reynolds, "Open Letter To Administrators", Nations Schools, 23:65, May, 1939.

(expert) ideas on them. The role of the expert in democratic process is still an issue and care must be taken that he is not employed to assist committees until his role is clearly defined. If the counsel of the expert is substituted for thorough examination of the problem this, then, is a mis-use of the committee technique in school administration.

SUMMARY

In summary of the matter of faculty involvement in administration, via the committee technique, two points should be made. While opinion differs as to what the areas are in which teacher participation should take place, there is near agreement on the function of committees composed of teachers. Most of the literature suggests that while teacher participation in policy making is essential, policy execution should be left to administrative officials.

The second point to be made is that the organization of a committee does not guarantee effective group participation. If teachers are not ready for wide participation at the start, only one or two committees should be given a problem and gradually involve the whole staff. Using this approach and adhering to the suggestions presented throughout this chapter ought to make for genuine teacher participation in school administration by use of the committee technique.

CHAPTER VI

THE WISE USE OF THE COMMITTEE TECHNIQUE IN SCHOOL ADMINISTRATION

INTRODUCTION

It is the purpose of this chapter to consider the wise use of the committee technique in school administration. The administrator often faces a dilemma when trying to get the faculty involved in running the affairs of the school. On occasion, when striving for cooperative effort, he has been charged with imposing busy work on the staff. In other instances, failure to invite teacher participation has brought forth the charge of dictatorial operation.

The matter of when, and when not, to use group process in administration is a varied and complex procedure that calls for deep insights into human behavior. This is corroborated by Sears who says, "Perhaps there is no aspect of personnel management that is less wisely handled than this matter of drawing teachers into the fields of policy making, planning and management."¹ In considering the wise use of

¹Jesse B. Sears, Public School Administration, New York, Ronald Press Company, 1947, p. 268.

committees a discussion as to when it is desirable to use group process in administration will first be held, followed by a consideration of when it might not be advisable to use the committee technique in the government of the school.

WHEN TO USE COMMITTEES

A basic principle that is often advanced for the use of group process in administration is that the professionally trained person has a right to participate in decisions which affect his welfare and the educational welfare of young people. Another reason popularly advocated is that committees are excellent ways to open two-way channels of communication. We are most recently reminded of this by Simonds.² The social-psychologists bring their knowledge to bear on the subject and they apprise us of the importance of the informal structure in the school as it relates to policy formation and decision making. Trecker says that committees should be used when it is clearly indicated that the job can be done better through group process.³

The above are philosophical and psychological considera-

²W. R. Simonds, "The Superintendent Doesn't Run A 1-Man School", The School Executive, 77:62, March, 1958.

³Trecker, op. cit., p. 89.

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tions that might serve as general guides in deciding when to use committees. However, more specific principles are needed if the committee technique is to be successfully applied at the operating level. Many principles have been suggested for helping administrators decide when it is wise to use the committee technique. The following are suggested by Newman, with the writer applying the principles to actual school situations.⁴

1. WHEN A WIDE DIVERGENCE OF INFORMATION IS NECESSARY TO REACH A SOUND CONCLUSION.

EXAMPLE - H _____ College had been allowed to use the public schools to provide its Education majors with student teaching experiences. These students were supervised by the College Director of Student Teaching and by a critic teacher from the public schools. Many of the critic teachers did not agree with the College Director on philosophy and methodology. This rift had weakened the student-teaching program to the point where the school administration was thinking of terminating this cooperative effort. At the suggestion of the superintendent, a committee was formed whose purpose was to consider ways in which the program could be strengthened. Included on the committee were college teachers and administrators, public school teachers and administrators and two members of the Board of Education. The problem was aired thoroughly over a year's time and sound judgment could not have been achieved without a group composed

⁴Newman, op. cit., p. 228-9.

of persons who were intimately familiar with all aspects of the problem. The chief outcome was the appointment of a Coordinator of Student Teaching and a clear definition of duties was drawn up for all college and public school personnel connected with the student-teaching program.

2. WHEN THE DECISION IS OF SUCH IMPORTANCE THAT THE JUDGMENT OF SEVERAL QUALIFIED INDIVIDUALS IS REQUIRED.

EXAMPLE - In the internal operations of a school few issues are as important as that of teachers' salaries. X___ school system has a Salary Committee composed of six persons -- the superintendent, two Board members and three teachers. Here we see that three levels of opinion will be considered when working for a settlement on this important matter.

3. WHEN THE SUCCESSFUL EXECUTION OF DECISIONS DEPENDS UPON FULL UNDERSTANDING OF THEIR RAMIFICATIONS.

EXAMPLE - The best example of this type of committee would be an administrative council or a principals and supervisors group. The persons who make up this type of a committee are usually responsible for executing policies and other actions passed down by the superintendent or the Board of Education.

4. WHEN AN ISSUE IS INVOLVED OR A NEW DEVELOPMENT ARISES WHERE COMMUNICATION BETWEEN FACULTY AND ADMINISTRATION IS A NECESSITY (outside the regular flow of communication).

EXAMPLE - The superintendent of X___ school felt there was a lack of professional growth on the part of most of the staff. He wished that more teachers were somehow involved with in-service training. He realized that the faculty would not graciously accept a formalized in-service education program. A committee was appointed to investigate in-service education possibilities and to discover the types of activities in which teachers might be willing to take part. As a result of the committee's work the following were accomplished:

- (1) a professional reading library was established
- (2) extension courses were offered in the city
- (3) several departments revised courses of study
- (4) there was a definite upturn in the number attending summerschool

If the In-service Education Program described above had been imposed on the teachers, it probably would have failed. Having the committee share its ideas with the faculty along the way resulted in a greater voluntary acceptance by teachers than would have ever been possible had a formalized program been set up by the administration.

The magnitude of the task in question will also determine whether a committee should be formed or not. Some instances when it is desirable to use committees are listed below:

1. The body acting does not have time to accomplish the task in question.
2. The body acting cannot come to further agreement and further consideration by this group appears useless.
3. The body acting does not have sufficient information to warrant its making a decision on the subject in question and may desire further facts, advice or time to study.

A lot of advice is given as to when it is desirable to use committees in administration. However, a plain observation by Hughes seems to provide one of the soundest

clues as to when a committee should be formed. He suggests that when face-to-face discussions are needed to solve problems, the committee technique is the best means.⁵ There are some situations where it is not advisable to use the committee technique and these will be considered next.

WHEN NOT TO USE COMMITTEES

From the standpoint of democratic administration, the arguments are much in favor of using committees. However, there will be times when it will be disadvantageous to use them. Newman cites some instances when it might be inappropriate, in terms of functional administration, to use committees.⁶ He suggests that it is inadvisable to use them:

1. when prompt action is necessary
2. when committee meetings tend to interfere with the activities for which the organization exists.
3. when the decision is not particularly important.
4. when qualified personnel are not available.
5. when the problem is one of execution rather than decision.

Committee action can be slow and expensive. The most basic advice that can be given is that a committee should

⁵James M. Hughes, Human Relationships in Educational Organization, New York, Harper and Brothers Publishers, 1957, p. 396.

⁶Newman, op. cit., p. 229-30.

1. The first part of the document is a list of the names of the persons who have been appointed to the various offices of the city of New York.

2. The second part of the document is a list of the names of the persons who have been appointed to the various offices of the city of New York.

3. The third part of the document is a list of the names of the persons who have been appointed to the various offices of the city of New York.

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14. The fourteenth part of the document is a list of the names of the persons who have been appointed to the various offices of the city of New York.

never be established unless the advantages of group action seem to clearly outweigh those of assigning the task to a single individual.

STEPS IN CREATING COMMITTEE ORGANIZATION

The most common method of creating a committee is through appointment by the head of a governing body. There are two basic types of committees -- standing and special.

Standing committees. There is much pro and con relative to the merit of standing committees in an organization. In the field of education, however, Edmondson feels that schools will find it advantageous to have certain standing committees.⁷ He goes on to say that some of the most commonly found deal with (1) curriculum, (2) student activities, (3) professional improvement, (4) public relations, etc.

Special committees. A trend in school administration today finds a committee assigned to perform a specific task, ceasing to exist once it is accomplished, according to⁸ Yeager. Current thinking and practice seem to favor prompt dissolution of a committee when it has completed its task.

⁷J. B. Edmondson, Joseph Roemer, Francis L. Bacon, Secondary School Administration, New York, MacMillan Company, 1932, p. 70.

⁸Yeager, op. cit., p. 277.

In establishing committee organization Story lists several pitfalls which the administrator must seek consciously to avoid.⁹ He points out that (1) committees must not be organized as a front for autocratic administration; (2) be sure, he says, that the committee is charged with a definite purpose, and (3) be sure, he concludes, that the committee recognizes its responsibility to the larger group. While diverse points of view are to be encouraged, care must be exercised that no special interest group is championing its own cause.

In summary of the matter of the creation of committees, it should be stated that they should come into being only as a real need for them exists. Similarly, they should be dissolved or give way to other committees as the initial need for their creation is alleviated.

ABUSES OF THE COMMITTEE TECHNIQUE

It is unfortunate that some administrators have regarded the committee technique as a panacea for all ills. These are the cases of which we hear. That the use of committees has been overdone is brought out by an item appearing

⁹M. L. Story, "Abuses of the Committee Function", The Phi Delta Kappan, 34:199-200, February, 1953.

on the agenda of a Policy Committee in one school system.
 The item read, THE PRESSURE OF COMMITTEE MEETINGS ON STAFF
 10 MEMBERS.

One writer recently made the statement that "...most
 committee systems fall into disuse almost as soon as they
 are formed."¹¹ As a categorical statement, this seems to
 be an exaggeration and unfounded in fact. It is true,
 however, that the committee technique will fall into disuse
 if sound principles of organization are not employed.

Administrators have been guilty of abusing the use of
 committees in several ways. Assigning items of minor
 importance to a committee is an abuse for which there is no
 justification. The writer would like to illustrate this with
 an actual situation from his own experience.

In X___ school there was much disagreement between
 the teachers and the principal as to which was the
 best way to get monies for the Jr. High Fund. The
 selling of pencils by teachers to students in all
 their classes and a school play were the main sources
 of revenue. The teachers had other ideas as to ways
 in which they felt that this money could be raised.
 Most teachers felt that as long as they were the
 primary agents for acquiring the money for the fund,
 they should have a voice as to how they would best

¹⁰W. C. Seyfert, "Experiences in Faculty Self-
 Determination", School Review, 61:463, November, 1953.

¹¹Theodore Caplow and Reede J. McGee, The Academic-
 Market Place, New York, Basic Books Incorporated, 1958, p. 200.

like to raise it. Instead of naming a committee to study the basic question of How the funds should be raised, a committee was chosen to make recommendations regarding the pencil sales -- i.e. what price, color, type of stamping to be inscribed, etc.

The above illustration is an example of needless expenditure of teachers' time. Willingness of administrators to accept group discussion of a problem as an end in itself is another flagrant abuse of the committee technique. It is true, too, that in some schools committees exist primarily for public relations purposes. It looks impressive to have committees included in the organizational chart of the school.

It is abuses such as those cited above that bring forth statements like the one attributed to Burnight, who said "While I consider the committee technique a very valid method when used properly, it has been, by this time, bent and twisted completely out of shape, and has become an almost meaningless ritual."¹² It is pure hypocrisy to use committees in the ways described above. Unless the intent is a sincere desire to utilize the creative talents of teachers, committees will not serve as means to democratic administration. The indiscriminate use of the committee technique by administrators will make for an attitude of

complacency, even hostility, towards committees in the minds of teachers.

ADMINISTRATIVE RELATIONS WITH LOCAL TEACHERS ORGANIZATIONS

Administrators often complain that local teachers organizations are not interested in improving schools; that they are more interested in registering faults than in making constructive proposals. Hubbard expressed a feeling along this line when he said, "Local teachers organizations continue to restruct their activities to teacher welfare."¹³ Despite the fact that administrators and faculty sometimes feel that they hold certain prerogatives there is much more agreement than discord between the two groups. Spinning brought this out in a panel discussion on teacher-administrator relations when he stated, "I believe that relations between administration and teachers organizations are more cordial and mutually beneficial than is the case between corresponding organizations in business and industry."¹⁴

¹³ Frank W. Hubbard, "Ways of Organizing to Secure Democracy in School Administration", School Executive, 65:71, December, 1945.

¹⁴ James M. Spinning, official report, 82nd Annual Convention, American Association of School Administrators, 1956, p. 33.

Probably what Spinning says is true because school administration is much more specifically dependent upon good human relations than is the administration of a business or industry. This is a point of view ventured by Winsor,¹⁵ however, it should not be construed to mean that the entire staff should be consulted on all matters that affect them. Wade cautions against this and warns that such a procedure would make a farce out of democratic process.¹⁶

The existence of a local teachers organization would not be necessary if the entire staff accepted the principle of "oneness" -- where administrators and teachers have the same interests and objectives. However, inconsistencies seem to dominate most feelings on this subject. Below appears an example of this fuzzy type of thinking.

We find two educators, co-authoring a text, making a plea for "oneness" in all phases of school operation. Later these same authors state, "Organizations which are created by teachers...should be open only to teachers. Management, the administrative staff of the schools, has no place in such groups."¹⁷ It seems that if those to be affected by

¹⁵A. L. Winsor, "Schools Must Exemplify Democracy at Work", Nations Schools, 53:46, January, 1954.

¹⁶Wade, op. cit., p. 25.

¹⁷Miller and Spalding, op. cit., p. 537.

a policy should share in policy making, then those who are to execute the policy should also have a share in shaping these policies. Yet, it has been suggested that administrators have no place in such groups (teachers organizations). This attitude is in contradiction to a point of view popular in training programs for school administrators. Here we are told to gather facts cooperatively; that when each side gets them separately, there is a tendency to stick rigidly to their own facts and opinions.

The reader may wonder why a discussion of administrative relations with teachers' organizations was entered into in this chapter. It is true, more often than not, that where administrators and teachers are considered as separate entities, there is little room for democratic process. It is true, too, that in many schools administrators concentrate their leadership efforts on committee organization as it relates to educational aims rather than to professional problems of teachers. It is often necessary, therefore, for association leadership to concern itself with teacher welfare. The local teachers' organization is usually recognized as the bargaining agent in these matters and, unless the administrator enjoys a good relationship with this group, his job will be more difficult in working with them in the solution of personnel policies, salary negotiations, etc.

SUMMARY

Teachers are better equipped today than ever before to assist in policy formation and decision making and schools should make the wisest possible use of these talents accordingly. This point of view is corroborated by Professor Jesse Sears who says, "More and more, there has been a demand for placing authority in a group or a committee in the belief that better decisions and more faithful execution of work would result."¹⁸

CHAPTER VII

RESULTS OF QUESTIONNAIRE STUDY ON THE USE OF THE COMMITTEE TECHNIQUE IN SCHOOL ADMINISTRATION

INTRODUCTION

The main purpose of this study was to discover the attitudes of teachers toward staff participation in administration and of ways in which the committee technique could be used as a means for achieving this end. Certain basic assumptions were made earlier in which an attempt was made to show that faculty involvement in administration¹ is desirable, even necessary.

It shall be the purpose of this chapter, based on original research findings to (1) prove the hypotheses ventured earlier, (2) discuss other results of the study, and (3) point out significant differences in attitudes toward group process in administration as they relate to certain variables of the personal and professional background of teachers. All of the data for this phase of the study were taken from the questionnaires completed by teachers. Results

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See pages 8, 9 and 10, Chapter I.

from this, the writer's original research, will be compared with other related research and expert opinion. If significant areas of disagreement appear, they will be analyzed further.

VALIDATION OF HYPOTHESES

Major hypothesis. The major hypothesis ventured in this study was that teachers do not feel that the committee technique is being judiciously used and, therefore, it is not performing the function that it could be performing in school administration. Reactions to the questions below show that while teachers feel that group process in administration is desirable, they do not feel that their talents are being utilized to the extent that they should be. The data in Table II, based on responses from 657 teachers in high school districts in Michigan's Upper Peninsula, seems to confirm this.

Of the 657 teachers participating in the survey, 650 or 99 per cent felt that they should have a voice in policy making. Question Number 2 in Table II points out specifically that the large majority of teachers feel they should be involved in the administration of schools. Of 610 teachers responding to this question 77 per cent indicated an affirmative answer.

TABLE II
TEACHER PARTICIPATION IN ADMINISTRATION

RESPONSES TO QUESTIONS	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DOES NOT RELATE
1. Teachers should have a voice in the making of policies which will affect them in their professional and personal life.	542	108	5	1	1
2. In public schools, teachers should be involved in running the organization because, where professional relationships exist, staff participation in policy formation is implied.	135	332	93	25	25
3. The creative talents of teachers are not utilized to the extent that they should be in the administration of schools.	121	273	181	17	27

Despite the fact that the great majority of teachers indicated that staff participation in administration is desirable, they also feel that their talents are not utilized in this respect to the extent that they should be. Sixty-seven per cent of the teachers reacting to Item 3 in Table II expressed this sentiment. If it can be assumed that democratic participation of teachers in administration can best be achieved by some form of committee organization or group process, then the writer's hypothesis has support as evidenced by the data appearing in Table II on page 104.

Minor hypotheses. It was felt that the several sub-hypotheses ventured earlier would be validated by an analysis of the findings coming out of the original research. These will be considered in the order in which they were listed in Chapter I. The first of these was that teachers felt quite strongly that they should have a voice in policy making and, further that they felt staff morale was high in schools where there was an opportunity for faculty participation. That teachers feel they should have a voice in policy making has already been shown in Table II, Item 1 (page 104). A look at Table III verifies quite vividly the writer's contention that teachers feel staff morale is high in schools where an opportunity is afforded teacher participation in administration.

TABLE III

STAFF MORALE AND TEACHER PARTICIPATION
IN ADMINISTRATION

Question: When group participation is invited in the various matters related to educational aims and teacher welfare, staff morale is high and administrative-personnel relations are improved as a result

Response	Total Responses - 625	Number Making Choice
1. Strongly agree		314
2. Tend to agree		278
3. Tend to disagree		27
4. Strongly disagree		1
5. Does not relate		5

The increasing awareness of teachers feeling they have a right to exercise judgment in decisions and policies which might affect them is best exemplified by the number of local teachers' organizations and the role which they play in schools today. School systems in which no local professional organization exist are a rarity. This led to the deduction that, in the minds of teachers, they serve a worth-while purpose and a statement to this effect was included in the questionnaire for their consideration. The high degree of agreement reached on the question appearing in Table IV indicates that the following sub-hypothesis was validated: TEACHERS FEEL THERE CAN BE NO EFFECTIVE PARTICIPATION IN THE FORMATION OF POLICIES RELATED TO PROFESSIONAL WELFARE WITHOUT THE EXISTENCE OF A LOCAL TEACHERS' ORGANIZATION IN THE SCHOOL SYSTEM.

One of the reasons that the use of the committee technique has been criticized has been due to the failure to employ sound principles of organization. It had been the writer's observation and experience that teachers resented being arbitrarily assigned to committees. Further, it was noted that teachers were dissatisfied when committees studying problems related to personnel policies, salary matters, etc., had their membership appointed by the administration. This led to the hypothesis that on committee studying

TABLE IV

ROLE OF LOCAL TEACHERS' ORGANIZATION

Question: There can be no effective teacher participation in the formulation of policies related to teacher welfare without the existence of a local teachers' organization in the school system

Response	Total Responses - 613	Number Making Choice
1. Strongly agree		230
2. Tend to agree		219
3. Tend to disagree		122
4. Strongly disagree		30
5. Does not relate		12

matters related to professional welfare, teachers wanted a voice in the selection of the membership. Contrariwise, the writer theorized that on committees studying educational aims, program, etc., it mattered little to teachers whether the membership was appointed by the administration or elected by colleagues. Responses to the items appearing in Table V seem to validate these hypotheses only partially.

The hypothesis that teachers feel committee work is more effective when it is on a volunteer, rather than an appointive, basis is borne out in Table V (page 110). Seventy-nine per cent of the respondents were in agreement with this. Similarly, the data show that to 80 per cent of the teachers in the study, the mode of committee selection made little difference to them when the committee was to study educational aims, program, etc.

A contention made earlier, that teachers want a strong voice in the selection of committee members when the group is to study professional problems, was not completely validated by the survey. While a considerably larger number (34 per cent vs. 20 per cent) felt the administrator could not be as objective in his appointment to committees studying professional welfare as to committees studying educational aims, nevertheless two out of three teachers thought the

TABLE V

EFFECTIVE COMMITTEE ORGANIZATION

Questions Related to Committee Organization	Number of Responses 627	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DOES NOT RELATE
1. Generally speaking, committee work is more effective when people volunteer to serve rather than when they are appointed.		200	290	109	19	9
2. In the final analysis, if appointments are made fairly and objectively, it matters little if committee members are appointed by the administration to serve on committees studying:						
a. educational aims		152	324	90	28	7
b. personnel policies		126	279	146	30	7
c. salary matters		114	260	158	50	10
d. in-service training programs		126	335	91	27	13

administrator capable of selecting their real choices on committees studying salaries, personnel policies, etc. The latter finding was not anticipated. The writer had theorized that teachers would feel much more strongly about the matter of committee selection where professional welfare was concerned than the data in Table V shows.

The theory has been advanced that teachers will have a positive attitude toward group process when the results of the committee's work can be seen in the operation of the school. In view of this prediction it was hypothesized that "teachers are willing to serve on committees if they feel the work will result in improving the educational program." Conjecture on this point is very well substantiated by the data appearing in Table VI.

The last hypothesis ventured prior to embarking on this study read as follows: Teachers feel that a major deterrent to effective committee functioning lies in the lack of clerical assistance in connection with the paper work and reporting responsibilities of the committee. Apparently too much emphasis was attributed to the lack of clerical assistance serving as a deterrent to the effective reporting responsibilities of the committee. Only a little over half of the teachers in the survey, 58 per cent, felt that this

TABLE VI

TEACHERS' WILLINGNESS TO SERVE ON COMMITTEES

Questions Related to Teachers' Willingness to Serve on Committees TOTAL RESPONSES - 654		STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DOES NOT RELATE
1.	Committee work can be a satisfying experience when the results of the committee's work can be seen in the operation of the school.	442	184	3	0	7
2.	Most teachers possess the "team play" or partnership outlook and, if given the opportunity, are willing to serve on committees if they feel it will result in improving the educational program.	260	316	64	11	3

would serve as a handicap in the effective functioning of committees composed of teachers. This is borne out by the data appearing in Table VII.

TABLE VII

CLERICAL ASSISTANCE FOR COMMITTEES

Question: The lack of clerical assistance on the paper work connected with committee responsibilities is a major deterrent to the effective functioning of committees in school systems.

Response	Total Responses - 618	Number Making Choice
1. Strongly agree		91
2. Tend to agree		230
3. Tend to disagree		211
4. Strongly disagree		41
5. Does not relate		45

Forty-five persons said they had no basis for answering the question in Table VII above. This group, composed of thirty-five women and ten men, were mostly beginning teachers.

OTHER RESULTS FROM QUESTIONNAIRE STUDY

In addition to venturing several hypotheses as to what the research would show relative to the role of committees in administration, it was hoped that the findings would provide answers to several other questions also. Results from the original research as they apply to these questions will be discussed at this time.

A troublesome question for many administrators is whether there is discontent or general endorsement of the committee technique in the minds of teachers. There is reason to believe that teachers are quite negative, even cynical, toward the use of committees in administration. This notion is very easily dispelled upon examining the questionnaire results in Table VIII.

It was gratifying to see that teachers apparently accepted the assumption that evaluation of the school program should be an on-going process. In line with this assumption, over 90 per cent of the respondents followed through by agreeing that all teachers should perform, at one time or another, committee tasks for which they have skill and knowledge.

More and more, administrators want knowledge in the practical application of principles and procedures in the

TABLE VIII
ENDORSEMENT OF THE COMMITTEE
TECHNIQUE BY TEACHERS

Questions Regarding the Use of the Committee Technique for Involving Teacher Participation in Administra- tion:	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DOES NOT RELATE
1. A committee should be organized to study a problem when:					
a. the resulting policy or decision is likely to be reacted to by the informal organization of the school (cliques, teacher-lounge groups, other unofficial groups).	178	225	91	23	33
b. below-the-surface thinking between the faculty and administration needs to be crystallized.	204	283	42	11	8
c. the decision is of such importance that the judg- ment of several qualified individuals is desired.	370	216	13	4	5
2. Committees are frequently wasteful substitutes for the work of one individual; if everyone did his job well, there would be little need for committees having to function in schools.	63	131	292	140	11
3. Committee organization is an effec- tive method for bringing about harmonious relationships among staff members in coordinating their efforts toward fulfilling the objectives of the school.	169	323	109	17	11
4. If it can be assumed that evalua- tion should be an on-going process in the various phases of the educa- tion program, then everyone should be expected to perform, at one time or another, committee tasks for which he has skill and knowledge.	269	305	45	7	3

matter of committee selection and appointment. It has already been shown that teachers feel committees are more productive when their members volunteer to serve, rather than when they are appointed. However, it is important to know what teachers consider to be sound practices in this matter as they are the ones who will make up the committees. The data in Table IX shows that teachers very definitely feel that committees should have members serving on them who are interested, qualified and who will have a contribution to make to the group.

Apparently, the matter of persons not being willing to work with each other is not a problem of deep concern to teachers when factors of committee membership are considered. This is borne out by referring to Item Number 3 in Table IX. Less than one-third of the respondents indicated that the presence of a person with whom they would prefer not to work would keep them from volunteering for committee duty. It was expected that this factor would be of vital concern to women teachers, especially. Strangely enough, the data showed that the men were slightly more concerned about this matter than were women teachers. Thirty-two per cent of the men said this situation would prevent them from volunteering for committee work while only twenty-nine per cent of the women indicated likewise.

TABLE IX

COMMITTEE SELECTION AND APPOINTMENT

Questions Related to Committee Selection and Appointment	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DOES NOT RELATE
1. Persons should be placed on committees because they have something to contribute rather than for purposes of being "educated".	325	230	58	15	6
2. If qualified personnel are not available to consider the problem at hand, it is better to avoid the use of the committee technique.	132	237	205	30	10
3. Teachers often fail to volunteer for committee duty because they see someone on the committee with whom they would prefer not to work.	35	152	315	114	26

One phase of the questionnaire survey showed that the majority of the teachers polled, 58 per cent, felt that if an administrator sat on committees with teachers, there was a good possibility that the committee would become a "rubber stamp". However, when confronted with the fact that the administrator was responsible for implementing policy, most teachers were in agreement with the idea that he should maintain close liaison with committees in the form of advisor or resource person. It was interesting to note that committee purpose made some difference, in the minds of teachers, as to what working relationships should exist between the administrator and committees composed of faculty members.

While the large majority of teachers felt that the administrator should work closely with all committees, nevertheless, there were differences of opinion, depending on committee purpose. For example, only 24 out of 617 respondents, 3.9 per cent, disapproved the idea of the administrator maintaining close liaison with committees studying educational aims. However, on committees working on problems related to personnel policies, 10.5 per cent of the teachers in the survey disapproved of the administrator working closely with them; on salary matters, likewise, 10.5 per cent disapproved; on in-service training programs, 6.6 per cent objected. (See Table X)

TABLE X

ADMINISTRATIVE RELATIONSHIPS AND COMMITTEE PURPOSE

Question: Because he is ultimately responsible for implementing the decisions agreed upon by them, the administrator should maintain close liaison, as an advisor or resource person, with committees studying:	STRONGLY AGREE	TEND TO AGREE	TEND TO DISAGREE	STRONGLY DISAGREE	DOES NOT RELATE
a. personnel policies	310	220	51	11	0
b. salary matters	330	202	50	12	3
c. in-service training programs	308	236	31	7	8
d. educational aims	377	214	20	4	2

Looking at Table X above, it appears that committee purpose makes only a slight difference as to what teachers feel should be the administrator's relationship with committees. It was interesting to note that only 7.8 per cent of the men teachers felt that administrators should not work closely with committees studying salaries while 11.7 per cent of the women teachers objected to the administrator maintaining close liaison with salary committees.

As the writer became aware of the contempt with which the committee technique was held by some teachers, he became interested in the reasons for this disillusionment. Many persons volunteered that committee efforts were not appreciated and, as a result, they did not feel a sense of achievement. A question to this effect was asked teachers and the results appearing in Table XI indicate that more than half, 56.2 per cent, did not feel a sense of achievement when completing a task as a member of a committee. Of the male respondents, 59 per cent felt this way while 54.6 per cent of the women teachers also felt this to be true.

TABLE XI

COMMITTEE WORK AND TEACHERS' SENSE OF ACHIEVEMENT

QUESTION: Most persons do not feel a sense of achievement in completing an assignment as a member of a committee because committees do not usually receive appropriate recognition for their work.

Response	Total Responses - 618	Number Making Choice
1. Strongly agree		54
2. Tend to agree		285
3. Tend to disagree		216
4. Strongly disagree		49
5. Does not relate		14

DIFFERENCES IN ATTITUDES TOWARD COMMITTEES BASED
ON CERTAIN PERSONAL AND PROFESSIONAL
CHARACTERISTICS OF TEACHERS

During the course of the study an attempt was made to discover whether any relationship existed between a positive or a negative attitude toward the use of committees in administration and certain variables of the personal and professional background of teachers. For purposes of analysis, the following significant variables were considered:

- Sex (men vs. women)
- Residence (local or non-local teacher)
- Length of Teaching Experience
- Extent of Past Committee Experience
- Teaching Assignment (elementary or secondary)
- Extent of Participation in Community Activities
- Type of Advanced Training Taken Since First Employment

Sex Differences. (men vs. women) There were several instances where men and women teachers seemed to express noticeable differences of opinion regarding teacher participation in administration and toward the use of the committee technique as a means for achieving it. In replying to the statement appearing in Table XII it can be seen that 80 per cent of the men in the study were in agreement with it while only 60 per cent of the women responded in the affirmative. A partial explanation for this might be due to the fact that many women do not particularly care to be involved in group process because home and family responsibilities might be affected.

TABLE XII

MEN AND WOMEN TEACHERS' OPINIONS REGARDING
STAFF PARTICIPATION IN ADMINISTRATION

STATEMENT: The creative talents of teachers are not utilized to the extent that they should be in the administration of schools.

Response	Total Responses - 632		Number Making Choice	
			Men	Women
Agree			148	246
Disagree			38	160
Does not relate			2	28

The feeling of men teachers that the staff is not utilized in administration to the extent that they should be is also reflected in their attitude toward committee selection where the group is to study professional problems. When the statement was made that it mattered little whether persons were appointed by the administration or elected by colleagues to serve on committees studying salaries, 72 per cent of the women concurred but only 50 per cent of the men; on committees studying personnel policies, 75 per cent of the women agreed but only 60 per cent of the men; on committees studying in-service training programs, 83 per cent of the women were

in agreement and 73 per cent of the men; on committees studying the educational program, 82 per cent of the women were not too concerned about the manner of selecting members and, of the men, 77 per cent felt it made little difference whether they were appointed by the administration or elected by colleagues. This would seem to indicate that the men in a school faculty want more responsibility in the administration of schools, as it relates to both the educational program and teacher welfare, than do women teachers.

One other point deserves mention regarding men and women teachers' attitudes toward the committee technique. Men feel more strongly than do women that committees are more effective when persons volunteer to serve rather than when they are appointed. This is ironical in view of the fact that considerably fewer of the men (men, 80.8 per cent; women, 91.6 per cent) felt that teachers were willing to serve on committees.

Residence. (Local vs. non-local) As might be expected, those who are not local residents of the community in which they teach seem more interested in staff participation in administration than do teachers who are natives of the community. Similarly, non-local teachers have a more positive attitude toward the use of the committee technique

TABLE XIII

WILLINGNESS OF TEACHERS TO SERVE ON COMMITTEES

STATEMENT: Most teachers possess the "team play" or partnership outlook and, if given the opportunity, are willing to serve on committees if they feel this will result in improving the educational program.

Response	Total Responses - 654		Number Making Choice	
			<u>Men</u>	<u>Women</u>
1. Agree			157	419
2. Disagree			36	39
3. Does not relate			2	1

than do teachers who are local residents. This is borne out in Table XIV.

Teaching Assignment. (elementary vs. secondary) As the study progressed the question arose as to whether there would be differences in attitudes toward staff participation in administration between elementary and secondary school teachers. Because the latter are more professionalized and, probably, more career-oriented than elementary teachers, it was felt that there might be significant differences of opinion toward group process in administration.

TABLE XIV

ATTITUDES OF LOCAL AND NON-LOCAL TEACHERS TOWARD
STAFF PARTICIPATION IN ADMINISTRATION

Statement	Percentage in Agreement	
	<u>Local</u>	<u>Non-Local</u>
1. When group participation is invited in the various matters related to educational aims and teacher welfare, staff morale is high and administrative personnel relations are improved as a result.	93.2	96.6
2. Committee organization is an effective method for bringing about harmonious relationships among staff members in coordinating their efforts toward fulfilling the objectives of the school.	81.0	87.1
3. If it can be assumed that evaluation should be an on-going process in the various phases of the educational program, then everyone should be expected to perform, at one time or another, committee tasks for which he has skill and knowledge.	92.6	96.3
4. The creative talents of teachers are not utilized to the extent that they should be in the administration of schools.	64.1	72.4

Secondary teachers seem to have more of an anti-administration attitude than do elementary teachers. They also seem to hold more of a negative attitude toward the use of the committee technique than do elementary teachers. This is due, partly, to secondary teachers feeling more strongly than do those in elementary that they are not involved in the administration of schools to the extent that they should be. This observation is supported by the data in Table XV.

TABLE XV

ELEMENTARY AND SECONDARY TEACHERS' OPINIONS
REGARDING GROUP PROCESS IN ADMINISTRATION

Statements	Percentage in Agreement	
	<u>Elementary</u>	<u>Secondary</u>
* 1. If the administrator sits on committees or has a close working relationship with them, there is a possibility that they will get their cues from him and become a "rubber stamp".	57.2	63.4
2. The creative talents of teachers are not utilized to the extent that they should be in the administration of schools.	64.3	75.0

* Although the wording of the question is affected by the use of the word POSSIBILITY, the writer theorizes that the replies have some degree of validity on the assumption that the respondents overlooked the use of POSSIBILITY and interpreted it as PROBABILITY. Further, the percentage in agreement would seem to indicate that majority opinion would still offer an affirmative reply were PROBABILITY used in the question rather than POSSIBILITY.

Length of Experience. It was interesting to note that there was a direct relationship between length of teaching experience and a negative attitude toward group process in administration. Specifically, this is borne out by the data appearing in Table XVI.

TABLE XVI

LENGTH OF EXPERIENCE AND TEACHER
ATTITUDES TOWARD COMMITTEES

STATEMENT: Committees are frequently wasteful substitutes for the work of one individual; if everyone did his job well, there would be little need for committees having to function in schools.

	<u>Length of Experience</u>		
	<u>1-3 yrs.</u>	<u>4-10 yrs.</u>	<u>over 10 yrs.</u>
Percentage in Agreement	16.4	26.6	30.4

Increasing negativism toward the use of the committee technique in administration as length of experience increases can also be seen in teachers' responses to a question related to extra-legal organization, i.e. local teachers' association. In the latter, where the administrator does not play a leadership role, 77 per cent of the teachers with over ten years experience felt there could be no effective staff participation in the formation of policies related to teacher welfare without

the existence of a local teachers' organization. Seventy-two per cent (72%) of the teachers in the 1-3 and 4-10 years experience classification expressed this same view.

Fewer of the more experienced teachers, as compared to those of less experience, agreed with the idea that committees were effective as a means for bringing about harmonious relationships among the staff in fulfilling the school's objectives. In the over-ten-year bracket, 83.4 per cent of the teachers agreed while, in the 1-3 year category, 85.5 per cent were in agreement. Although slight, enthusiasm for committee work seems to wane as one gains tenure in teaching.

Extent of Community Participation. Another question that warranted investigation was whether teachers who held officerships in civic groups, or were otherwise active in community affairs, regarded committee work as an encroachment on these outside interests. The data in Table XVII seems to dispel this notion. On the contrary, teachers most active in the community seem to have a more positive attitude toward the use of committees in administration than those not active in civic work. The old adage, 'If you want to get a job done, get a busy man to do it,' seems to be borne out in Table XVII.

TABLE XVII

EXTENT OF COMMUNITY PARTICIPATION AND TEACHER
ATTITUDES TOWARD COMMITTEE WORK

STATEMENT	Percentage in Agreement	
	<u>Officer Or Active Member</u>	<u>Inactive</u>
1. Committees are frequently wasteful substitutes for the work of one individual; if everyone did his job well, there would be little need for committees having to function in schools.	24.3	30.5
2. Committee organization is an effective method for bringing about harmonious relationships among staff members in coordinating their efforts toward fulfilling the objectives of the school.	86.0	82.0

Extent of Committee Experience. Differences of opinion regarding committee organization existed between teachers with little or no committee experience and those with considerable past experience. In one sense, a note of skepticism can be detected with increased committee experience. For example, when asked if they felt that committee work was more effective when people volunteered to serve rather than

when they were appointed, 79 per cent of the teachers who had served on one or more committees for five years or more agreed; of the teachers who indicated that they had not experienced committee assignments, 90 per cent were in agreement. The latter reflects the naivete or theoretical idealism of the beginning teacher. On the other hand, it is interesting to note that the experienced committee member reacts more positively than the neophyte to specifics as they relate to the same subject -- committee selection and appointment.

On the surface it might appear that the experienced committee member is inconsistent in his thinking. This is not necessarily so because he reacted more negatively to a general principle than did the novice. As the teacher gains experience, he learns to appreciate the necessity for centering responsibility and of the administrator's role in committee organization. This, in fact, supports the contention of the greater number of experienced teachers that committee work on a volunteer basis is not as effective as on an appointive basis. It can be seen, also, in Table XVIII that in reference to specific tasks, a progressively more positive attitude prevails among teachers as they gain committee experience.

TABLE XVIII

TEACHER ATTITUDES REGARDING COMMITTEE
SELECTION AND APPOINTMENT

STATEMENT: In the final analysis, if appointments are made fairly and objectively, it matters little if committee members are chosen by their colleagues or are appointed by the administrator to serve on committees on:

	Percentage in Agreement (committee experience)		
	<u>None</u>	<u>1-4 years</u>	<u>5 years & over</u>
1. Educational aims	67.5	79.0	82.8
2. Personnel policies	62.2	65.3	73.2
3. Salary matters	60.0	62.7	66.0
4. In-service training programs	71.9	76.6	81.0

Type of additional training. It has been charged that there is a philosophical rift between teachers with a Liberal Arts background and those who have taken their work in a teacher-training program. A question related to cooperative administration was asked teachers who were subject-matter specialists and those who had taken work in administration and guidance courses. The results showed that persons with training in administration and/or guidance were

more inclined to believe that the faculty and administration should work cooperatively in committee endeavors than did the subject-matter specialists.

It was interesting to note that those who had taken no additional work since joining the teaching ranks (30 per cent of those in the study) had a more positive attitude toward administrative-staff liaison in committee work than those who took advanced work in their subject specialty. In salary matters, those with no additional training were even more cordial to working closely with the administration than those claiming advanced work in administration and/or guidance. Theoretically, the latter have studied the democratization of human relations; however, only 85.5 per cent of them agreed with the principle of cooperative administration on salary matters while 92.2 per cent of those with no advanced training felt that the faculty and administration should work closely on this phase of personnel administration. See Table XIX.

TABLE XIX

ADVANCED TRAINING AND TEACHER ATTITUDES TOWARD
ADMINISTRATIVE RELATIONSHIPS WITH COMMITTEES

STATEMENT: Because he is ultimately responsible for implementing the decisions agreed upon by them, the administrator should maintain close liaison, as an advisor or resource person, with committees studying:

	Percentage in Agreement		
	(type of additional training)		
	<u>Admin.- Guidance</u>	<u>Subject Matter</u>	<u>None</u>
1. Educational aims	99.7	95.8	92.4
2. Personnel policies	91.7	84.7	91.6
3. Salary matters	85.5	86.8	92.2
4. In-service training programs	95.4	90.7	93.8

CHAPTER VIII

A SUMMARY OF FINDINGS AND IMPLICATIONS FOR EDUCATIONAL LEADERS

INTRODUCTION

One of the keys to successful school administration lies in knowing when and when not to invite group thinking and action. This study has concerned itself with an analysis of the committee technique and an attempt will be made in this chapter to be more precise as to its role in democratic administration.

Various forms of group process have been experimented with in business, industry and government in an attempt to discover which plan of cooperative endeavor is best suited to their organization. Recently, the Ford Foundation awarded a \$12,000 grant to a Wayne University professor to study the committee-assignment process in Congress.¹ In the field of education we are most recently reminded of the importance of the committee technique by Conant. Referring to recommendations that should be put into effect without upsetting staff

¹ Michigan Education Journal, News Briefs, Volume XXXVI, Number 15, April, 1959, p. 407.

morale, he says, "If an administrative officer feels that these recommendations should be introduced, his first^{*} task would be to examine the problems involved with committees of teachers and then persuade the teachers that they should give them a thorough trial."²

When exercised judiciously, committee organization can be a most effective means for furthering democratic administration. It shall be the purpose of this chapter to (1) present conclusions gained from the study, (2) develop a statement of principles, both general and specific, and (3) cite the implications for educational leaders. Generalizations will be made from an analysis of the library research on the subject and from the writer's original research.

CONCLUSIONS GAINED FROM THE STUDY

General Conclusions. Some general conclusions, relative to teacher participation in administration and the use of the committee technique for achieving it, may be drawn from the library research and the questionnaire study. The following can be defended on the basis of data secured in a review of the literature and from the survey investigation:

*Underscoring by writer for emphasis.

²James B. Conant, The American High School, McGraw-Hill Book Company, Incorporated, New York, 1959, p. 44.

1. Teachers overwhelmingly feel that they have a right to a voice in the formulation of policies related to the educational program and their professional welfare.
2. Committee work can be a satisfying experience and teachers will work with enthusiasm on a committee if they feel their efforts will result in an improvement in the instructional program or in teacher welfare.
3. Staff morale is higher in schools where teachers are invited to participate in policy formation and decision making than in schools where little or no opportunity is provided for this.
4. Teachers strongly endorse the committee technique as a functional means for staff participation in administration and, though it has suffered temporary setbacks in some instances, it has wide acceptance as a practical method for finding the solution to many educational problems.
5. If the school is to reflect and promote democracy the efficient administrator is one who utilizes the talents of the staff to supplement his efforts and to alleviate his limitations.
6. Teachers are more likely to practice democracy in the classroom if they are given a similar voice in the government of the school.
7. Most teachers are not satisfied with the level or the degree of staff participation found in school administration today.

Specific Statements of Conclusion. In addition to the several general conclusions listed above, the study also suggested some answers specifically connected with questions asked in the writer's statement of the problem (Chapter I).

1. Teachers feel there can be no effective participation in the formulation of policies

related to the professional welfare of the staff without the existence of a local teachers' organization in the school system.

2. Teachers feel that committee work is more effective when persons volunteer to serve rather than when they are arbitrarily assigned.
3. The matter of persons not being willing to work with each other is not a problem of deep concern to teachers when factors of committee membership are considered.
4. The majority of teachers in the survey felt that persons serving on a committee should have some qualifications for studying the problem at hand or it is better to avoid the use of the committee technique.
5. About six out of ten teachers felt that the lack of clerical assistance served as a deterrent to effective reporting responsibilities by the committee.
6. Teachers want a stronger voice in the selection of persons to serve on committees studying salary matters and personnel policies than in membership selection to committees studying matters related to the instructional program.

In summary of the above-listed conclusions, the data seem to show that teachers feel there is an increasing need to utilize the talents of the staff in policy formation and decision making and that the committee method provides an effective means for achieving teacher participation in administration.

Statement of Limitations in Conclusions. In retrospect, a notable limitation appears in the statement of conclusions above and the writer recognizes the danger in generalizing

without acknowledging its presence. While the minor hypotheses are well supported by the research data, a limitation lies in the writer's not taking a direct route in testing his major hypothesis. This read as follows: TEACHERS DO NOT FEEL THAT THE COMMITTEE TECHNIQUE IS BEING USED JUDICIOUSLY IN SCHOOL ADMINISTRATION AND, THEREFORE, IT IS NOT PERFORMING THE FUNCTION THAT IT COULD IN DEMOCRATIC ADMINISTRATION. Although responses to several of the items in the questionnaire indicated that teachers do not feel the committee technique was being used to its best advantage, teachers were not asked directly whether or not they felt that the committee technique was being judiciously used in school administration.

DEVELOPMENT OF PRINCIPLES

Certain general and specific principles came to the fore during the course of the study. These will be presented for the purpose of serving as guideposts in deciding the many questions connected with the structure and process of committees in school administration.

General Principles. The writer's investigation suggests that the following general principles are valid as they apply to the use of the committee technique in democratic administration:

1. Committees are advisory in nature, at best, and should never be used to execute policy.
2. Teachers must acknowledge that the administrator is ultimately responsible for implementing any decisions arrived at or policies formed by the group. (The study shows that this attitude is held by the large majority of teachers.)
3. As a school system increases in size and its operation becomes more complex, there is an increasing need for the administrator to delegate authority to committees instead of to individuals.
4. Teachers are qualified, interested and willing to participate in policy formation and decision making and schools should invite them to assist in this.
5. Committee organization can be justified in schools only to the extent that its purposes serve to accomplish the ends for which the school exists, (i.e. early dismissal of school so that a curriculum committee can spend a more concentrated period of time at its work cannot be tolerated unless the efforts of the committee result in an improvement of the instructional program).
6. A committee given a specific task pursues its work with more vigor and with greater effectiveness than does a group working as a standing committee.
7. As soon as the initial need for the committee ceases to exist, it should be dissolved.
8. The soundness of committee recommendations tends to be directly related to the degree which the members view the problem in its full perspective.
9. All teachers should perform, at one time or another, committee tasks for which they have skill and knowledge.

Specific Principles. Against the background of the general principles listed above the study also suggests various specific principles which will be enumerated within appropriate categories.

Committee Selection and Appointment

1. Whether elected by colleagues or appointed by the administrator, persons serving on committees must be the real choices of those they are to represent.
2. Persons should serve on committees primarily because they will have a contribution to make rather than for purposes of being "educated."
3. Wherever possible, teachers should be given the opportunity to volunteer for committee assignments rather than by arbitrary placement by the administrator.
4. Acceptance of committee recommendations tends to be directly related to the diversity of the points of view represented by the committee members.

Effective Committee Functioning

1. The ease with which committee agreement is reached tends to be related inversely with the size of the committee.
2. Committee meetings should be held at a regularly scheduled time and meeting place.
3. The effectiveness of a committee is directly related to the ability of its chairman to secure group thinking.
4. A clear statement of its objectives and authority should be provided the committee at the time it is given its assignment.

5. Periodically, the committee should take time to evaluate its progress.

Committee Organization

1. A committee should be organized to study a problem when:
 - a. the resulting decision or policy is likely to be reacted to by the informal organization of the school (i.e. teacher-lounge and hall groups, various cliques of teachers, social and interest groups)
 - b. formal communication and/or below-the-surface thinking between the faculty and the administration needs to be crystallized
 - c. the decision is of such importance that the judgment of several qualified individuals is required.

Administrative Relationships With Committees

1. The administrator should maintain close liaison, as an advisor or resource person, with all committees in operation in the school system. (If he is unable to sit on all committees, someone should be delegated to represent him.)
2. The administrator should treat his colleagues on a committee as fellow-teachers rather than as subordinates.

In summary of the guideposts cited above, it can be said that if sound principles of organization are employed, the committee technique is a tool that can be used to further both efficiency and democracy in school administration.

IMPLICATIONS FOR EDUCATIONAL LEADERS

In stating the implications of the study for educational leaders, a serious attempt will be made not to duplicate the generalizations included in the statement of conclusions and development of principles presented earlier.

Implications for Administration. Though some may be related to the conclusions cited earlier in the chapter, the following are suggested as having special implications for school administrators:

1. The administrator should be knowledgeable in the strengths and weaknesses of his subordinates so that their talents can be better utilized in planning and deciding school policies.
2. The professionalization of teachers has reached a level where many are now qualified to assist in the broader problems of school policy.
3. Before proceeding with plans for committee organization, an attempt should be made to ascertain the attitude of the staff toward group process in administration. If, for some reason, there is cynicism or resistance the underlying causes should be explored before implementing committee structure or process.
4. The use of the committee technique in administration must be based on principles of organization, and those from the behavioral sciences, which have been proven sound to date. (See "Development of Principles", p. 138.)

In analyzing the composition of his staff, the administrator will find that some degree of relationship exists

between a positive or negative attitude toward the committee technique and certain personal and professional characteristics of teachers. These require a special word.

1. Sex Differences.

- a. Men teachers want more responsibility in the administration of schools than do women teachers.
- b. On committees studying salary matters and personnel policies men teachers are much more concerned than women as to who serves on the committee and how they received their appointment.
- c. Men teachers, more so than women teachers, should be given the opportunity to volunteer for committee work, rather than receiving appointment by the administrator.

2. Residence. (Local vs. non-local)

- a. Local teachers are more likely than non-local teachers to work through the community power-structure to make their views and wishes known regarding the operation of the school.
- b. Non-local teachers feel more strongly than do local teachers that the committee technique is an effective means for teacher participation in administration.

3. Teaching Assignment. (Elementary vs. Secondary)

- a. Secondary-school teachers wish to be involved in policy formation and decision making to a greater extent than do elementary teachers.
- b. Generally speaking, secondary-school teachers are more professionalized than elementary teachers. As a result, it is probable that the concept of "relative depravity" regarding authority and responsibility is at work here, making for more of an anti-administration feeling among them than among elementary teachers.

4. Length of Experience.

- a. An attempt should be made to acquaint older teachers with the possibilities that the committee technique offers for furthering democratic administration.
- b. While older teachers tend to be skeptical of the committee technique in administration, nonetheless, they feel that it is not possible to have effective staff participation in the formulation of policies related to teacher welfare without a local teachers' organization.
- c. As one gains experience in teaching, enthusiasm for committee work seems to wane.

5. Extent of Community Participation.

- a. Teachers who are active in civic affairs are more likely to serve willingly on committees than those whose community activities are limited.

6. Extent of Committee Experience.

- a. Teachers with a background of committee experience are not too concerned with the method of committee selection, regardless of the matter to be studied.
- b. Teachers with little or no committee experience feel that committee work is more effective when persons volunteer to serve rather than when they are appointed.

7. Type of Additional Training.

- a. Teachers with a background of training in guidance and/or administration will accept the use of the committee technique to a greater degree than will teachers who are subject-matter specialists.

- b. Teachers who have taken no additional training since being employed have a more positive attitude regarding the administrator's working closely with committees of teachers than those with additional subject-matter preparation.
- c. It is in matters related to educational aims that the subject-matter oriented teacher feels most strongly that the faculty and administration should work cooperatively.

The above are quite specific in nature because they relate to certain variables in the experiential background of teachers. Several other general implications for administration emerged from the study and deserve mention before leaving the subject.

1. Reporting responsibilities of the committee will be more accurate, complete and punctual if clerical assistance can be provided the committee.
2. The success of committee work will be directly related to the ability and prestige of its members.
3. The administrator should be aware of the fact that, for various reasons, some teachers do not wish to share responsibility for policy formation and decision making.
4. Committee organization requires expert leadership by the administrator if it is to assist the school in accomplishing its objectives.
5. If the committee's recommendations or a compromise measure cannot be put into effect, the administrator should provide an explanation as to why it is not feasible to put the committee's suggestions in operation at the time.

In summary of the above it should be said that if school management is to be viewed in its full social context, there can be no differentiation between democratic administration and functional administration. Like structure and process, they are inseparable. The committee technique can serve as a means for getting a job done and bettering communication, raising staff morale, etc., at the same time. By inviting teacher participation in planning and appraising school policies democracy and efficiency are being practiced concurrently.

IMPLICATION FOR GRADUATE PROGRAMS

One major implication for graduate programs in school administration came out of the study. A theory advanced in most courses in administration suggests that the school executive should carry out his work through mutual agreement with classroom teachers, rather than by administrative edict.

From this basic assumption many generalizations, some grandiose, are made as to the values of democratic administration. While it is tolerably certain that the school cannot successfully teach democratic ideals unless its own structure and process reflect democracy, a real problem lies in how to put this popular theory of administration into practice.

This study suggests that, in the minds of teachers, the committee technique is a functional medium for getting staff participation in administration. It is recommended, therefore, that the role of committee organization in schools be treated more thoroughly in graduate courses in administration. It is suggested, further, that the limitations of the committee technique be covered as well as its advantages; that the mechanics of effective committee functioning and committee selection be stressed as well as the philosophical justification for committee organization; that specific techniques of group process be considered as well as underlying principles of human behavior.

SUGGESTIONS FOR FURTHER RESEARCH

The notion of utilizing the committee technique in administration is widely accepted by teachers, educational writers and administrators. It is unfortunate, however, that there is confusion among them as to the role of committee organization. Some administrators and writers in education conceive the committee technique to be a panacea for all ills; others are skeptical or unaware of its possibilities. Many teachers feel that the recommendations of a committee should automatically become policy; others

realize that committees are only advisory bodies. These and other vagaries uncovered during the course of the study serve as a basis for suggesting that the following be researched.

Administrative Relationships With Committees. In the area of administrative relationships with committees, some research should be done. Two inconsistencies in this matter will be cited. Because the administrator is responsible for executing policy most teachers feel that he should maintain a close working relationship with committees, yet they also look askance to the administrator's serving on committees of teachers for fear the committee may be unduly influenced by his thinking.

Another apparent inconsistency warrants further investigation. Some writers advocate "oneness" in administration, a plan whereby teachers and administrators disregard their prerogatives and jointly assume responsibility for planning and executing school policies. Others suggest that the administrator should absent himself from teacher organization activities in which matters related to the professional welfare of teachers is considered.

Answers to the above will help immeasurably to allow the administrator to assert leadership and assume responsibility within the framework of cooperative action.

Effective Committee Functioning. The questionnaire study indicated that many teachers do not feel a sense of achievement in performing a task as a member of a committee, this in spite of the fact that they are quite willing to serve on committees if the work will result in an improvement of the educational program. This raises the following question: HOW CAN COMMITTEE PROCESSES BE GUIDED TO GIVE TEACHERS SATISFYING EXPERIENCES IN THE WORK OF THE SCHOOL?

In connection with the effective functioning of committees another problem is suggested for further study. Possibly, it has implications for introductory courses in school administration and could be handled there or in some undergraduate courses in Education. How, without stifling enthusiasm for practicing democracy in the school, can prospective teachers and administrators be given the idea that (1) group participation in policy formation and decision making does not imply plural executives, and (2) it has not proven feasible for the administrator to relinquish his responsibility to the group? In the case of teachers in service, what method would best facilitate a similar understanding?

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1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for transparency and accountability, particularly in financial matters. The text suggests that organizations should implement robust systems to track and document every aspect of their operations, from procurement to sales.

2. The second part of the document addresses the challenges associated with data management and security. It highlights the need for organizations to protect their sensitive information from unauthorized access and breaches. The text recommends the use of secure storage solutions and the implementation of strict access controls to ensure that data remains confidential and intact.

3. The third part of the document focuses on the importance of regular audits and reviews. It states that periodic audits are necessary to identify potential issues, errors, and areas for improvement. The text suggests that organizations should conduct both internal and external audits to ensure compliance with relevant regulations and standards.

4. The fourth part of the document discusses the role of technology in enhancing operational efficiency. It mentions that the adoption of modern software and tools can significantly streamline processes and reduce the risk of human error. The text encourages organizations to invest in technology and provide training to their staff to maximize the benefits of digital transformation.

5. The fifth part of the document concludes by emphasizing the importance of continuous improvement and innovation. It suggests that organizations should regularly evaluate their performance and seek ways to optimize their processes. The text encourages a culture of innovation and encourages staff to contribute ideas for improvement.

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APPENDIX

Below are listed some statements related to principles of committee organization in school systems. Please place a check (✓) in column one if you STRONGLY AGREE with the statement. If you TEND TO AGREE, check column two. If you TEND TO DISAGREE, check column three and, if you STRONGLY DISAGREE, place a check in column four. If the statement does not seem to relate to your background of training and experience, will you please check column five? YOUR COOPERATION IS EARNESTLY SOLICITED.

PLEASE CHECK OR COMPLETE THE FOLLOWING:

SEX: M F TEACHING ASSIGN.: Elem. Secondary No. of years experience
SINCE BEING EMPLOYED, IN WHICH OF THE FOLLOWING AREAS HAVE YOU TAKEN ADVANCED
STUDY? Administration Guidance Subject Matter Specialty Other None of
These WHAT IS THE EXTENT OF YOUR PARTICIPATION IN LOCAL CIVIC GROUPS?
Officer or leader Active member Member, but inactive
WERE YOU RAISED IN THIS LOCAL AREA OR COMMUNITY? Yes No
HOW MANY YEARS (APPROXIMATELY), DURING YOUR PUBLIC SCHOOL
EXPERIENCE, HAVE YOU SERVED ON ONE OR MORE COMMITTEES?

1. Teachers should have a voice in the making of policies which will affect them in their personal and professional life.
2. When group participation is invited in the various matters related to educational aims and teacher welfare staff morale is high and administrative-personnel relations are improved as a result.
3. A committee should be organized to study a problem when:
 - a. the resulting policy or decision is likely to be reacted to by the informal organization of the school (cliques, hall and teacher-lounge groups, other unofficial groups)
 - b. below-the-surface thinking between the faculty and the administration needs to be crystallized
 - c. the decision is of such importance that the judgment of several qualified individuals is desired.
4. Committee work can be a satisfying experience when the results of the committee's work can be seen in the operation of the school.
5. Most persons do not feel a sense of achievement in completing an assignment as a member of a committee because committees do not usually receive appropriate recognition for their work.

STRONGLY AGREE								
TEND TO AGREE								
TEND TO DISAGREE								
STRONGLY DISAGREE								
DOES NOT APPLY								

[illegible][illegible]

1. *Phragmites australis* (Cav.) Trin. ex Steud.

THE
UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WASHINGTON, D. C. 20250

1. The first step in the process of identifying a problem is to determine the nature of the problem. This involves a thorough understanding of the situation and the factors that are contributing to the problem. Once the nature of the problem is understood, the next step is to identify the causes of the problem. This involves a detailed analysis of the situation and the factors that are contributing to the problem. Once the causes of the problem are identified, the next step is to develop a plan to address the problem. This involves identifying the goals of the plan and the steps that need to be taken to achieve those goals. Once a plan is developed, the next step is to implement the plan. This involves putting the plan into action and monitoring the progress of the plan. Finally, the last step in the process is to evaluate the results of the plan. This involves assessing the effectiveness of the plan and making any necessary adjustments.

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15. If it can be assumed that evaluation should be an on-going process in the various phases of the educational program, then everyone should be expected to perform, at one time or another, committee tasks for which he has skill and knowledge.
16. If qualified personnel are not available to consider the problem at hand it is better to avoid the use of the committee technique.
17. Teachers often fail to volunteer for committee duty because they see someone on the committee with whom they prefer not to work.
18. Generally speaking, committee work is more effective when people volunteer to serve rather than when they are appointed.
19. The lack of clerical assistance on the paper work connected with committee responsibilities is a major deterrent to the effective functioning of committees in school systems.
20. The creative talents of teachers are not utilized to the extent that they should be in the administration of schools.

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STRONGLY DISAGREE							
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