

A STUDY OF SELECTED ADMINISTRATIVE
PRINCIPLES AS THEY MAY BE APPLIED IN
CERTAIN SCHOOL DISTRICTS IN THE
STATE OF MICHIGAN

Thesis for the Degree of Ed. D.
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Paul Henry Appel
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This is to certify that the

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A STUDY OF SELECTED ASPECTS OF SCHOOL ORGANIZATION
MAY BE AVAILABLE TO THE PUBLIC
IN THE FALL OF 1924

By Paul A. Hargrave

It is the purpose of this investigation to study the organization of schools in Michigan. It will attempt to point out the weaknesses and pitfalls in organization which prevent the top educational leader from exercising authoritative leadership with his staff. The acquisition of educational goals in the public schools of Michigan is greatly dependent upon the framework of organization designed by the superintendent and the local board of education. This investigation, therefore, is concerned in large part with universal principles of organization that may contribute to the purposes of education.

The study presents data which support the following hypotheses:

1. Present public school administrative practices are in variance with basic principles of good organization.
2. The span of control for the superintendent is too large in most of the public school districts.
3. Superintendents in districts which employ fifty or less teachers identify themselves with more administrative

ABSTRACT

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It is the purpose of this investigation to study the organization of schools in Michigan. It will attempt to analyze the weaknesses and pitfalls in organization which prevent the top educational leader from exercising instructional leadership with his staff. The acquisition of educational goals in the public schools of Michigan is greatly dependent upon the framework or organization designed by the superintendent and the local board of education. This investigation, therefore, is concerned in large part with universal principles of organization that may contribute to the purposes of education.

The study presents data which support the following hypotheses:

1. Present public school administrative practices are at variance with basic principles of good organization.
2. The span of control for the superintendent is too large in most of the public school districts.
3. Superintendents in districts which employ fifty or less teachers identify themselves with more administrative

functions than superintendents in districts of two hundred or more teachers.

4. Superintendents of most districts perform functions primarily related to non-instructional activities.

5. The superintendent tends to share and assign more functions as the organization becomes more complex.

Method of Investigation. A questionnaire listing sixty administrative functions was sent to one hundred superintendents in the lower peninsula of Michigan. The superintendents were requested to indicate beside each function the degree to which they were involved in the function. They did this by checking one of three columns entitled "alone," "share," or "assign." In the case of sharing or assigning, they indicated to whom the function was assigned or with whom it was shared according to a listing of positions on the questionnaire.

The districts included in the study were grouped according to the number of teachers employed. The divisions were: twenty-six to fifty, fifty-one to one hundred, 101 to two hundred, 201 to four hundred and over teachers. Of the eighty-six questionnaires returned, eighty-five were used to compile the data.

The checks for all the respondents from all sized districts were totaled for each function. On the basis of this tabulation, the functions were grouped according to the degree of involvement of the superintendent. The first group of functions was the

one in which the superintendents assumed a great amount of responsibility. The last group included functions which he assigned to others; the three middle groups represented functions which fell between these two limits.

These data were then analyzed according to the principles of organization found in the review of educational administration. The principles selected were: line-staff, centralization-decentralization, and span of control.

Some of the findings were:

1. The superintendent of schools in most districts is too involved with functions which are not directly related to the instructional program. There is evidence in this study that many of the superintendents are preoccupied with busses, budgets, bonds and buildings. However necessary these activities may be, the respondents indicate they give them a high priority and devote a disproportionate share of their time to them. Over half of the superintendents assume sole responsibility for the performance of all the management functions.

2. Only one district in the study is organized in such a fashion that it may be considered a decentralized operation. This district has moved many of the traditional functions to the office of an area administrator. Furthermore, these areas attempt to serve the patrons of a particular attendance area on a building level. The dearth of this type of evidence indicates that in all the remaining districts the superintendent continues to

be a partial administrator in each of his buildings. The high degree of sharing among the functions on the questionnaire support this conclusion.

3. With but few exceptions, the superintendents in this study do not have an organization which fosters participation on a wide basis or which involves many people who are affected by the organization. There is little evidence that the superintendent and board of education seriously consider the contributions which could be made by citizens, teachers and students in the areas of planning and policy making. It must be stated that in all too many instances the system-wide decisions and courses of action taken are determined by a relatively small number of persons at the central office level.

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IN THE STATE OF MICHIGAN

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CHAPTER I

INTRODUCTION

The purpose of this study is to investigate the present structure of organization in the public schools of Michigan. It will attempt to analyze the weaknesses and pitfalls in public school organizations which detract from the purposes of education and which do not allow the top educational leader to maximize his efforts toward the coordination of his staff.

The point will be defended in this thesis that the superintendent, fellow administrators, teachers, members of boards of education, and citizens in communities should function in an organization that fosters widespread participation. The democratic educational leader should have faith in his teachers; he should have confidence in the importance of cooperative action.

There are many ideas about how the school administrator can and should carry out his administrative duties. No two school systems will be exactly alike; no two school administrators or boards of education can or should expect to operate schools in an identical fashion. Community mores and differences in philosophy among teachers, school board members and superintendents will cause differences to occur in the nature and organization of the administrative and supervisory staff found in various school systems. Economic factors play a part in the amount and kind of administrative help that can be made available in any given system. In addition to economic factors, the personal strengths of the chief

administrator are of equal importance. Not all superintendents are equally well-trained or equally interested in all areas of administration.

While these factors imply that school systems will have different kinds of school organization, there are certain basic principles common to most school systems; systems that employ a person or persons whose primary responsibility is something other than teaching.

These principles are:

1. The superintendency is the same, in principle, in a village as in a large city. The same duties have to be performed in a small system as in a large system.
2. The superintendency consists of a constellation of tasks which need to be performed. As soon as there is more than enough work for one full time administrator, it becomes necessary to subdivide the work and organize a central office for the school system.
3. If sound principles of management and organization are followed, the task of administration is facilitated. Their neglect makes the task more difficult.¹

The chief executive of any organization possesses limitations which determine some of his activities. First, he cannot be an expert in every facet of the operation. Second, he needs time to plan, think, and rest.

In spite of the differences in individuals and organizations, certain methods of operating may be standardized and applied to most organizations. Here the "methods of operation" shall be called principles of organization. From them, an attempt will be made to determine to what extent they are followed in public school systems.

¹ American Association of School Administrators, "The American Superintendency," 1952 Yearbook (Washington, D.C.: American Association of School Administrators, 1952), pp. 66-67.

Failure to recognize the need for operating principles in public school organization has resulted in the development of school systems which have been structured seemingly without purpose. Much of the research in educational administration deals with methods of operation in structures not based on principles. Leo O. Garber has said in commenting on research in the field of educational administration that one major aspect of administration as it relates to public education--organization as an administrative function--has come through relatively untouched and all but ignored. This statement is followed by this introductory statement in a recent book:

Organization as an administrative function of education has been largely ignored in the literature and research of education. The authors selected at random fifteen standard textbooks in school administration and found not a single source which devoted as much as a full chapter to this function. This has definitely not been the case in the literature of business and public administration. In these fields the standard definition of the work functions of the executive has always included that of organization.²

This statement is a strong indictment against those who contribute to this field. Awareness of the problem may not have caused sufficient research and practice to bring about the necessary growth, but Moehlman said two decades ago that organization is an agency through which a purpose may be effectively achieved. In addition, he said:

Social organization does not operate automatically. Education must function through a definite organization or structure of

² Daniel E. Griffiths and others, Organizing Schools for Effective Education (Dansville, Illinois: The Interstate Printers and Publishers, Inc., 1962), p. 3.

plans, procedures, personnel, material, plant, and finance. The level of operation is at all times dependent upon the quality, technical skill, and idealism of the personnel, who, through their attitude and daily effort, breathe life into the mechanics of structure. Since this personnel may be handicapped or stimulated by organization, objectives are best attained by determining the plan that most adequately satisfies democratic needs in the operation of the education process. (underscore added)³

It is not the purpose of this study to ferret out the causes for the lack of attention to organizational structure in the past; rather, it is to determine the present status of practice in selected Michigan public schools toward organization as it is related to organizational principles.

Encouraging signs are coming from several fronts. One of them is the concern shown by the University Council for Educational Administration. One of their task forces has focused its attention on what they call the unsolved problems associated with administrative organization. More help is needed; more concern should be forthcoming from those directly involved. This and other current studies may shed some light on what is being done and what needs to be done.

HYPOTHESES

1. Present public school administrative practices are at variance with basic principles of good organization.
2. The span of control for the superintendent is too large in most of the public school districts.

³Arthur B. Moehlman, School Administration (Boston: Houghton Mifflin Company, 1940), p. 6.

3. Superintendents in districts which employ fifty or less teachers identify themselves with more administrative functions than superintendents in districts of two hundred or more teachers.

4. Superintendents of most districts perform functions primarily related to non-instructional activities.

5. The superintendent tends to share and assign more functions as the organization becomes more complex.

IMPORTANCE OF THE STUDY

It is essential that the superintendent of schools build a framework or organization. The person in this position in the mid-twentieth century faces critical problems and is expected to produce significant results. That he will be continually confronted with problems that have social, economic, and political implications cannot be denied. A large segment of the public has become aware of the problems confronting education; some of them have expectations which exceed the vision of school leaders.

One of the current shortcomings in educational administration is the lack of an adequate type of organization--an organization which assures the opportunity of participation for those concerned. The organization should foster a program of instruction which is consistent with the needs of the community and society as a whole.

One factor contributing to the dilemma may be the narrow approach taken in the preparation for the superintendency. In too many instances the procedural methods have been emphasized without due attention to the framework in which these methods become operative. A leader cannot function without organization anymore than an organization can exist

without a leader. Too little effort has been expended in the design of a frame work in which a leader may become most effective.

Preparation for the educational leader in operational methodology is not sufficient. The operational "know-how" must be supported by a philosophical "why." The challenge which the latter implies will set the stage for the framework of the operational activities.

One of the greatest challenges today is to bring about a more functional type of organization. Many superintendents find themselves operating in patterns of organization that are no longer defensible. The main reason why many administrators cannot exert genuine leadership is the general nature of the machinery with which they operate.⁴

In addition, the administrative organization of school districts is important because the superintendent has devoted too much of his time to the mechanics of the operation. He has assumed tasks which might well be the responsibility of specialists such as bookkeepers or members of the clerical staff. The level of the instructional program cannot be expected to rise above the priority given to it by the superintendent. As long as he is more interested in busses, budgets, and buildings, he has automatically limited his communication with the staff and his involvement with citizens.

The advancement of education is dependent to an immeasurable degree upon the kind of educational leader that is serving the school and community. Therefore, the educational administrator should be

⁴ John T. Walquist and others, The Administration of Public Education (New York: Ronald Press Company, 1952), pp. 566.

cognizant of the relationship between the structure of his organization and the improvement of education for all the citizens of the community.

Over twenty years ago, Moehlman said that:

Public education in the United States will not be improved until executive organization is functionally conceived and operated, and the colleague principle is dominant. This statement does not deny the important part played by adequate structural (school district) organization, better teacher preparation, improved school plant, and more adequate finance. But these elements will not produce better schools until organization is democratically planned and democratically administered in order to produce democratic competence in both children and youth as part of the total educational process.⁵

The implication for reorganization on the local level applies to schools today. It is important to the success of schools; it contributes to the need of this study.

DEFINITION OF TERMS.

Administrative Organization. This refers to the framework established to enable people to work together effectively. The term is used to convey the notion of formal, legitimized structure which has been constructed to facilitate achievement of the institutional goals.

Line and Staff. Line positions form a vertical chain of authority and responsibility in the administrative organization, extending through the various levels from the chief executive to the operational personnel. Staff positions are based primarily upon specialized functions and/or knowledge. Staff positions are advisory or auxiliary to the line and possess neither operating responsibility nor authority in that line.

⁵ Arthur B. Moehlman, School Administration (Boston: Houghton Mifflin Company, 1940), pp. 93.

Unity of Command. The concept of unity suggests that one position in the administrative organization has the responsibility and authority for the administration of the entire organization.

Span of Control. The concept of span is concerned with the number of positions reporting directly to a single executive. The limits of adequate coordination and supervision define the optimum span for a given situation.

Centralization - Decentralization. This concept refers to the extent to which authority and responsibility are concentrated at the top executive level or are dispersed throughout the administrative organization.

Machinery for Interaction. Machinery for interaction refers to those techniques such as advisory committees or councils that draw their personnel from all levels in the typical hierarchical structure and which focus attention on the cooperative solution of problems.

LIMITATIONS OF THE STUDY

The limiting factors which were established to confine the scope of this study are as follows:

1. The functions listed on the questionnaire included many of the activities identified with central office operation, but it did not assume to encompass all the contacts the superintendent has with his various publics.
2. Only the functions directly related to the principles studied are included in the analysis of data.
3. There was no attempt to check the responses of the superintendent with other members of the central administrative staff.

4. A personal interview with ten of the respondents to the questionnaire was accomplished in order to avoid complete dependence upon questionnaire techniques.

THE SAMPLE

1. The sample involved one hundred public school districts.
2. All the K - 12 districts in Michigan's lower peninsula (except Detroit) were divided into five groups according to the number of teachers listed in the Michigan School Directory for 1961-62.

3. The groups included districts with:

- 26 to 50 teachers
- 51 to 100 teachers
- 101 to 200 teachers
- 201 to 400 teachers
- 401 and over teachers

A return from eighty-six per cent of the superintendents contacted was much higher than expected. Only one of the superintendents altered the questionnaire to the extent that it could not be included.

ORGANIZATION OF THESIS

Chapter II will review the literature from writers whose primary interest is public administration. Several educational writers of administration will be reviewed to determine the degree of concern as expressed by others for principles of organization. Chapter III will present in detail the methods used in gathering the data followed by an explanation of three of the principles in Chapters IV, V, and VI. The data from the questionnaires and structured interviews will be analyzed in Chapters VII and VIII. Chapter IX will discuss the hypotheses

in light of the data reported earlier. The summary and conclusions in Chapter X will include recommendations and suggestions for further study.

CHAPTER II

A review of the literature, going as far back as classical Greek articles, and doctoral theses, such as Carl Llewellyn, "Foreign Law Used Made to Ferret Out Principles of Law," 1911, and others, on all types of organizations, three theses, "The Educational Institution," one by Joseph M. Trickett, which covers the history of all of different organizations, one by Joseph M. Trickett, "The Educational Institution with Emphasis on the School," and one by Paul M. Allen, "The Educational Institution with Emphasis on Business Administration," are the main sources of information.

Although school and business organizations, as it is known today in this culture, appears to be distinctly modern, the form of organization seems to be a product of the past. With its centralized authority and its descending scale of power, it can be traced back to the Egyptian empire.²

The third century saw the completion of the transformation of the principles of Augustus into an undisguised autocracy which received its definitive form under Diocletian and Constantine I. — as Augustus

¹ Joseph M. Trickett, "A Synthesis of the Philosophy and Concepts of Staff in the Organization, Business, Government, and Education," (Stanford University, 1931), Abstracts 411, 134-135; Joseph M. Kim, "An Analysis of the Polar Orientations of Educational Administration and Their Implications for Educational Leadership," (University of Michigan, 1959), Abstracts 12, 1839-1840; and Paul M. Allen, "The Administrative Process: A Comparative Study of Educational and Business Administration," (University of Nebraska, 1956), Abstracts 12, 1839-1840.

² John C. Alcock, "Historical Development of School Administration," *Schools and Society* (May 7, 1930), Vol. 43, pp. 436.

CHAPTER II

REVIEW OF THE LITERATURE

A review of the literature among professional journals, short articles, and doctoral studies showed that little or no attempt has been made to ferret out principles of administration which may apply to all types of organization. Three studies¹ which are related include: One by Joseph M. Trickett which emphasizes the concept of staff in different organizations, one by Jongchol Kim is primarily concerned with leadership, and one by Paul M. Allen whose purpose was to compare educational and business administration on the basis of process.

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²John C. Almack, "Historical Development of School Administration," School and Society (May 9, 1936), Vol. 43, pp. 626.

could appoint as a colleague, either as Caesar or as Augustus, anyone whom he wished to succeed him. Immediately below this office came the prefectures, dioceses, and provinces.³ The authority of each level was received from a superior above.

It is from this background that most writers carry the development of present organizations.

The practice of present day writers because of their individual specialization tends to limit their investigations and reporting to a single type of organization. Many of their names are identified only with the administration of government, business, hospitals, or education. Seldom, if ever, have they attempted to compare clearly the common elements of organization in hospitals, government, business concerns, and schools. As Litchfield has properly pointed out, "we seem to be saying that there is business administration and hospital administration and public administration; that there is military administration, hotel administration, and school administration. But there is no administration."⁴ The challenge of this statement has caused the writer to glean from several authors principles which seem to have universal application.

The procedure was to begin with Mooney and Reiley to determine their principles of organization. Additional writers in the field of administration likewise were studied. The summary below lists the areas of agreement.

³Arthur E. R. Boak, A History of Rome to 565 A.D. (New York: The MacMillan Company, 1955), pp. 448-455.

⁴Edward H. Litchfield, "Notes on a General Theory of Administration," Administrative Science Quarterly (June, 1956), Vol. I, p. 7.

Historically, the principal forms of organizations were revealed in the institutions of state, church, and the military. Since the Industrial Revolution, industry has been added to the list. These four general categories contain remnants of the same cloth. The purposes for which they came into existence and the objectives which they attempted to gain did not detract from the general outline of their organizational structure.

The general definition of organization by these writers as "the form of every human association for the attainment of a common purpose"⁵ applies to all of these organizations. From it, they draw their first and all-inclusive principle of organization: co-ordination. Coordination pervades the organization and all other principles are subordinate to it; Mooney says, "It is the orderly arrangement of group effort to provide unity of action in the pursuit of a common purpose."⁶

Mooney's second and third principle include the "scalar chain" and "functionalism." The aim of his contribution, therefore, was the study of its internal structure. This fact allows him to emphasize the art rather than the science of administration which he describes as the art of directing and inspiring people. The art, nevertheless, requires techniques or methods which he describes as that of relating to specific duties or functions in a coordinated whole.

⁵James D. Mooney and Alan C. Reiley, The Principles of Organization (New York: Harper and Brothers, 1939), p. 5.

⁶Ibid., p. 6.

The scalar principle is more easily recognized in our present public and private institutions because it has drawn heavily on the older organizations. It is frequently called "hierarchy." It implies a chain of command between those responsible for the execution of policy and those on the operational level; it is not conditioned by place, size, or purpose.

Mooney takes exception to writers who discuss this principle in relationship to large organizations for they "seem to imply that the scalar chain in organization lacks universality. These great organizations differ from others only in that the chain is longer. The truth is that wherever we find an organization even of two people. . . we have the scalar principle."⁷ The common illustration used to explain this principle refers to two men pushing a stone. Both must exert effort in concert in order to attain their goal.

Mooney's third principle is called "functionalism." For lack of a better word, the correct interpretation does not mean "function." Mooney used an illustration from the military. The difference between generals and colonels is one of gradations in responsibility and is, therefore, scalar. The difference between an officer of infantry and an officer of artillery, however, is functional, because here there is a distinct difference in the nature of these duties.

The basic ingredients of this principle provide for the initiation and determination of goals, for the action which makes their goals attainable, and for an evaluative procedure which has been agreed upon.

Among the thousands of administrators in public and private organizations, few are privileged to begin with the concept of a set of

⁷Ibid., pp. 14-15.

objectives from which to build. Rather, they are more likely to become part of an established organization with goals defined, functioning personnel, and financial means and/or support. They must, however, have these three basic tools with which to proceed.

It is on this premise that the Dimocks discuss their general principles of organization. They have defined organization as the systematic bringing together of interdependent parts to form a unified whole through which authority, coordination, and control may be exercised to achieve a given purpose.⁸ Although the definition does not mention persons specifically, they say that "to try to deal with organization without considering the people who run it and the people for whom its services are intended would be wholly unrealistic."⁹

The emphasis of people rather than things has caused these authors to focus their attention on the human relations aspect of formal organization. They draw heavily on the writings of Elton Mayo, W. Lloyd Warner, and Mary Parker Follet. In addition, they have given much credit to Alexander Leighton for the sociological viewpoint of organization which was emphasized in his book "The Governing of Men."

From the background of the writers mentioned above, the Dimocks feel that "it is possible to formulate certain principles of organization that are not too rigid and that apply to all kinds of institutions, whether it is a government, business, school, church, hospital, or something else." They include:

⁸Marshall E. Dimock and Gladys O. Dimock, Public Administration (New York: Rinehart and Company, 1953), p. 194.

⁹Ibid.

1. The administrative organization of any institution is always part of the patterns of leadership and authority in the social organization of the community in which it operates.

2. The administrator must understand his responsibility for effective social organization through effective administrative organization.

3. The administrator must recognize the social organization of his institution and adjust his administrative organization to it.

4. The administrative organization must be a functioning social structure in accord with the needs, reactions, aspirations, and belief systems of its members.¹⁰

These principles point to the importance of achieving internal (the organization and its members) and external (social purposes) goals. They cannot be separated; from them the finer details of organization may be identified. The most important one covered in this work was the the division of labor. How this is done and who does it makes up the structure of the whole organization. Yet, as Mary Parker Follett says, "the chief task of organization is how to relate the parts so that you have a working unit; then you get effective participation."¹¹ The general acceptance of this idea directs attention to the principle that two persons accomplish more working together toward a common goal than when they work independently.

The writer does not recognize any apparent conflict between the views of the Dimocks and Mooney. The former considered a more formal

¹⁰Ibid., pp. 106-107.

¹¹Mary Parker Follett, "The Psychology of Consent and Participation," Henry C. Metcalf and L. Urwich (eds.), Dynamic Administration (New York: Harpers and Company, 1942), p. 212.

approach, the latter chose to stress the social objective as a goal. Organization in and of itself is not a goal. The more formal principles then fall into their rightful perspective. The next writer has taken a middle course relative to these positions.

Graves¹² twenty-five years experience in the field of public administration has allowed him to follow the development of this facet of the government in a very tangible way. He has played more than a small role in causing state and national groups to become interested in recognizing their important role in all areas of administration. He feels that the reason for the dearth of standardization of subject matter in this field is because the scientific study of public administration began so recently.

Gulick and Urwich have contributed perhaps more than any other writers to a standardization of subject matter; their summary of basic content, as represented in the coined word POSDCORB, has been generally accepted and widely quoted. The letters in POSDCORB are intended to direct attention to the various functional elements in the work of an executive. They are: planning, organizing, staffing, directing, coordinating, reporting, and budgeting.¹³

These seven terms embody the basic functions of an executive in most public and private organizations. They are based on the assumption that the organization has been created and has operated over a period of time. This assumption is correct when applied to public school organization. However, with the consolidation of many smaller districts,

¹²W. Brooke Graves, Public Administration in a Democratic Society (Boston: D. C. Heath and Company, 1950).

¹³Ibid., p. 47.

some consideration should be given the newly created units where no pattern of tradition will determine the new structure.

The process of organization involves three distinct steps: (1) designing the structure; (2) staffing the positions created; and (3) operating the enterprise through the organization that has been created and staffed. The structure must not only bear some logical relation to the assignment of the agency, but it must also conform to established principles of organization. A partial listing follows:

1. There should be a single responsible executive head. If commissions or boards are used at all, they should be limited to purely advisory functions. This is the principle of unity of command.

2. The number of operating units under the executive should not exceed reasonable limits, from the point of view of span of control.

3. The principles of homogeneity require that in the assignment of duties to units and to individual employees, the effort be made to group similar duties to the same employee or group of employees.

4. The staff facilities provided for the executive should be adequate to permit proper coordination, integration, supervision, and control.¹⁴

This, as well as other listings, should be viewed as a whole. That is, the individual principle is related to what comes before and what follows. For example, to consider the assignment of individuals without making provision for staff facilities would not only be incorrect, but impossible. This statement also applies to the contributions of the next writer.

¹⁴Ibid., p. 492.

Pfiffner introduces his book with a discussion of several interesting questions: Is there a science of administration, what is public administration, what is the nature of administration?¹⁵ In this discussion, he has exposed the reader to views opposite those held by other writers. Although he is reluctant to align himself wholeheartedly with one school of thought, he does agree that the structure of organization requires certain principles which may apply in most situations.

The listing which follows includes most of the rules contained in previous lists. Although they are the authors own, it appears that a degree of in-breeding among the writers during this period (1945-1955) has taken place. Whether this situation should be construed to mean that these principles have and will stand the test of time or that new theories have not been validated sufficiently to replace them, is not known. Pfiffner has stated these as important.

1. There should be a hierarchy, sometimes referred to as the "scalar process," wherein lines of authority and responsibility run upward and downward through several levels with a broad base at the bottom and a single head at the top.
2. Each and every unit or person in the organization should be answerable ultimately to the chief administrative officer at the apex of the hierarchy.
3. The principal subdivisions on the level immediately under the chief ordinarily should be made up of activities grouped into departments on the basis of function or general purpose.
4. The number of these departments should be small enough to permit the chief to have an effective span of control.
5. Each one of these departments should be self-contained insofar as this objective does not interfere with the necessities of integration and coordination.

¹⁵John M. Pfiffner, Public Administration (New York: The Ronald Press Company, 1946), pp. 4-9.

6. There should be staff services, both general and auxiliary, to facilitate management and coordination.

7. In organizations large enough to warrant it, certain auxiliary activities, such as personnel and finance, should be directly under the chief administrative officer and should work very closely with similar units in the line departments.

8. The distinction between staff and line is recognized as an operating principle to be applied with variations appropriate to the situation.¹⁶

It should be apparent to the reader that a high degree of agreement has taken place among writers in the field of public administration. This writer feels that additional statements have not materially enhanced the operating list of principles; rather, a look at the source has been fruitful. This statement has reference to the work edited by Gulick and Urwick.¹⁷

The third printing in 1954 of their Papers on the Science of Administration contain the same contributions as in 1937. The initial section entitled, "Notes on the Theory of Organization," was written by Luther Gulick¹⁸ as a member of the President's Committee on Administrative Management in December of 1936. It includes the concepts of span of control, unity of command, coordination, and the principle of homogeneity. However, it also includes statements which are not arbitrary, but much more flexible than one might gather from limiting his reading to references to this writing. For example, Gulick has subscribed to the principles of unity of command but added that:

¹⁶Ibid., p. 65.

¹⁷Luther Gulick and L. Urwick (eds.), Papers on the Science of Administration (New York: Institute of Public Administration, 1937).

¹⁸Luther Gulick, "Notes on the Theory of Organization," Papers on the Science of Administration (New York: Institute of Public Administration, 1937), pp. 3-45.

One of the great sources of confusion in the discussion of the theory of organization is that some authorities work and think primarily from the top down, while others work and think from the bottom up. . . it makes this very important practical difference: those who work from the top down must guard themselves from the danger of sacrificing the effectiveness of the individual services in their zeal to achieve a model structure at the top, while those who start at the bottom must guard themselves from the danger of thwarting coordination in their eagerness to develop effective individual services.

In any practical situation, the problem of organization must be approached from both top and bottom. This is particularly true in the reorganization of a going concern.¹⁹

This statement has a direct application to this study. Any significant change which may be expected in altering the present type of public school organization must be applied to an ongoing structure. The high percentage of professional members to the total number of employees in most school districts makes it mandatory that the present organization be viewed from both the top and bottom.

Neither has Gulick been dogmatic in his adherence to the principle of "span of control." The range of this principle is conditioned by different kinds of work and in different size organizations. It must be concluded that there is no ideal number of persons with which the executive shares or to whom he assigns responsibility in all circumstances. The older writers attempted to narrow the "span" as well as place minimum and maximum limits.

Sir Ian Hamilton said, "The nearer we approach the supreme head of the whole organization, the more we ought to work towards groups of three; the closer we get to the foot of the whole organization, the more we work towards groups of six."²⁰

¹⁹Ibid., p. 11.

²⁰Sir Ian Hamilton, The Soul and Body of an Army (London: Arnold, 1921), p. 230.

The British Machinery of Government Committee of 1918 arrived at the conclusion that "the Cabinet should be small in number--preferably ten or at most, twelve."²¹

Henri Fayol said, "(in France) a minister has twenty assistants, where the Administrative Theory says that a manager at the head of a big undertaking should not have more than five or six."²²

Graham Wallas expressed the opinion that the Cabinet should not be increased "beyond the number of ten or twelve at which organized oral discussion is most efficient."²³

Leon Blum recommended for France a Prime Minister with a technical cabinet modelled after the British War Cabinet which was composed of five numbers."²⁴

Gulick said, "It is not difficult to understand why there is this divergence of statement among authorities who are agreed on the fundamentals. It arises in part from the differences in the capacities and work habits of individual executives observed, and in part from the non-comparable character of work covered."²⁵

²¹Great Britain, Ministry of Reconstruction, Report of the Machinery of Government Committee (London: H. M. Stationery Office, 1918), p. 5.

²²Henri Fayol, "The Administrative Theory in the State," Address before the Second International Congress of Administrative Science at Brussels (Brussels: September 13, 1923), Paper IV in this collection.

²³Graham Wallas, The Great Society (London and New York: The MacMillan Company, 1919), p. 264.

²⁴Leon Blum, LaReforme Gouvernementale (Paris: Grasset, 1918, reprinted in 1936), p. 59.

²⁵Gulick. op. cit., p. 8.

Among the writers who have de-emphasized the framework or structure in organization, Barnard stands out in his approach to the relationship between the informal and formal aspects of administration. The formal does not refer to the "things" in the unit, and the informal to the "persons." In fact, in his discussion on the theory of formal organization he states that "an organization comes into being when there are persons able to communicate with each other who are willing to contribute action to accomplish a common purpose. The elements of an organization are therefore communication, willingness to serve, and common purpose."²⁶ The point here is not how these elements are activated, but that they must be present in any and all (size) organizations.

There is considerable evidence that Barnard agrees with Mooney that coordination is the central theme in organization. Although the former does not enumerate the subordinate principles in the manner of the latter, they are nevertheless present. The following excerpts²⁷ will substantiate this point.

1. Communication: A person can and will accept a communication as authoritative only when four conditions simultaneously obtain: (a) he can and does understand the communication; (b) at the time of his decision he believes that it is not inconsistent with the purpose of the organization; (c) at the time of his decision, he believes it to be compatible with his personal interest as a whole; and (d) he is able mentally and physically to comply with it.

2. Responsibility for organization decision must be assigned positively and definitely in many cases because the aptness of decision depends upon knowledge of facts and of organization purpose and is therefore bound up with organization communication.

²⁶Chester I. Barnard, The Functions of the Executive (Cambridge, Massachusetts: Harvard University Press, 1938), p. 82.

²⁷Ibid., pp. 94, 106, 165, 189.

3. Organization, simple or complex, is always an impersonal system of coordinated human efforts; always there is purpose as the coordinating and unifying principle; always there is the indispensable ability to communicate; always the necessity for personal willingness; and for effectiveness and efficiency in maintaining the integrity of purpose and the continuity of contributions.

4. Span of control: In practice a limit of usually less than fifteen persons obtains, and for many types of cooperation five or six persons is the practicable limit.

As cited in Chapter I, the principles found in our review from the writers of business and public administration were largely ignored by those writing primarily for educational administrators. This situation may be caused by the emphasis in the functions of administration rather than because organization is not considered important.

The administration of a school organization belongs to the vast realm of public administration. There is much that is common to all kinds of public administration. According to most scholars who have written on administration, it is incorrect to think of different kinds of administration, such as public, educational, or business. Administration is administration, regardless of its arena. This is undoubtedly true of broad purposes, general principles, and processes.²⁸

It is not clear whether or not these writers fully subscribe to this statement since they qualify it by the phrase: according to most scholars. The general principles and processes may apply to most areas, but the broad purposes would have to be extremely broad to encompass educational administration. The over-generalized statement is somewhat qualified in this statement.

The significance and nature of education in a democracy make the enterprise unique. Therefore, it is of extraordinary importance that the qualitative characteristics of administration in an educational setting, ideally conceived, should be compatible with the role, processes, and goals of public education.²⁹

²⁸Calvin Grieder, Truman M. Pierce, and William E. Rosenstengel, Public School Administration (New York: Ronald Press Company, 1961), p. 87.

²⁹Ibid., pp. 87-88.

The attainment of goals referred to above requires the meshing of both the quantitative and qualitative characteristics of which administration must be a part rather than the part. This segregation makes a distinction between the routine aspects of organization as compared to all others. In fact, Whitehead³⁰ said, "The management of a university faculty has no analogy to that of a business organization." He admits that there are certain formal requirements, that class schedules are necessary, but the heart of the matter lies beyond all regulation.

Few, if any, of the previous writers have stressed the dependence of one principle on the other. It would be difficult for an organization to operate on the principle of line-staff alone. Recently, Griffiths has attempted to show that all the functions are based on behavior, and furthermore, that decision making is the central concept in administration. The term "decision making" requires additional definition; Griffiths does this with four assumptions. In them, however, he uses terms which are included in the lists of principles mentioned previously.

It is in the writing of Gregg that we see considerable duplication of terms with those writing on the organization of business and government.

In every organizational effort it becomes necessary to make decisions, to plan, to organize, communicate, influence, coordinate, and evaluate. It is not maintained that no other components of the administrative process can be identified. It is possible, however,

³⁰Alfred N. Whitehead, The Aims of Education (New York: The MacMillan Company, 1929), p. 104.

that these seven components, when defined in certain ways, can encompass the entire administrative process."³¹

With the exception of influencing, this group of functions contains much agreement with both Mooney and Dimock.

A pertinent contribution was made by Simon when he personified the organization and gave it the responsibility of unifying the several functions. He has not overlooked the importance of the human factor; rather, like Barnard, he has stressed the involvement of all members of the unit. He has emphasized that the organization divides work among its members, agrees upon procedures, provides a communication system, and designs in-service training for all its members.³² Naturally, the actual task is assigned to individuals but the viewpoint causes one to look at the whole rather than pick at activities or incidents.

The division of work, communication, decision-making, and policy-procedure imply cooperation; the contributions from all the members, deciding on courses of action, and rules and regulations which aid and abet the acquisition of goals and/or objectives imply involvement. This is perhaps why individuals sometimes ask what the group is attempting to do. This question is asked on the assumption that the organizational and personal goals are in approximate agreement.

One additional reference will suffice to demonstrate that educational writers of administration are aware of principles of

³¹Roald F. Campbell and Russell T. Gregg (eds.), Administrative Behavior in Education (New York: Harper and Brothers), p. 274.

³²Herbert A. Simon, Administrative Behavior (New York: The MacMillan Company, 1950), pp. 102-103.

organization. Having done this, the writer does not wish to imply that the principles are either practiced or very well known by educational practitioners. The list is somewhat weakened by the admission that the authors have made no attempt to restate these principles in terms specifically applicable to educational administration. The necessary ingredients are:

1. An organizational structure is necessary when any group has a common task.
2. The purposes and objectives of an organization must be determined and understood.
3. Every organization should have a single executive head.
4. Personnel policies should include selecting the competent, training the inexperienced, eliminating the incompetent, and providing incentives for all members of the organization.
5. Coordination of functions, activities, interests, and assignments is necessary for successful accomplishment of results.
6. Continuity of policy and program until results can be evaluated is a prerequisite to good management.
7. Policies and programs should be stated in terms broad enough to permit reasonable flexibility in management.
8. The scheme of organization should provide for maximum homogeneity in the major divisions of work.
9. One executive can only deal effectively with a limited number of persons.
10. Every organization must make provision for effective planning and decision making.
11. An effective organization must attain its goals if it is to survive.
12. Evaluation is essential to the progress of any group.³³

³³Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, Educational Administration: Concepts, Practices, and Issues (Englewood Cliffs, New Jersey: Prentice-Hall, 1959), pp. 54-61.

Even a cursory perusal of the above listings leads one to believe that the past structure of the state, church, and military are very much with us today. The democratic principles on which our country was founded seem to manifest themselves more along the ideas and ideals of Jefferson rather than Jackson. The concept of educating a limited number of persons for the clergy, law, and government service in order to establish an order which divided the governed from those who govern has filtered down through the years into our systems of organizations today. When viewed from this perspective, it is little wonder that agencies most charged with the responsibility of furthering democratic principles have done relatively little.

An appropriate dividing line between most other organizations and the structure for the public schools is that of goals and/or purposes. The principles of organization which deal with the business functions and routine activities have much in common in all groups. From this point forward, the goals of education (contradictory at times) encompass social values and objectives foreign to the major purpose of a business concern. The demarcation must also be emphasized in terms of personnel. Public schools, regardless of unit size, employ a large percentage of professional people in relationship to the total. This fact alone makes the structure of educational organizations different.

In light of the foregoing statements, the listings of principles throughout the chapter have been gleaned to determine which of them might apply to educational organizations; some of the more important principles follow:

1. All organizations require headship. There should be a single responsible executive leader.
2. A division of work is necessary in even the smallest organizations.
3. A system of priorities which determines what needs to be done and how to do it.
4. A communication system which helps the units work toward personal and organizational goals.
5. There should be staff services, both general and auxiliary, to facilitate coordination.
6. The distinction between staff and line is recognized as an operating principle to be applied with variations appropriate to the situation.
7. Every organization must make provision for effective planning and decision making.
8. Methods of evaluation which attempt to objectively measure the attainment of goals.

The review of the data in this study (Chapter VII and VIII) shows that administrators have not given ample consideration to the principles listed above. The analysis will demonstrate that most administrators adhere to the principles of organization which are usually identified with business and industry.

Class A - 400 to 599 students

Class B - 200 to 399 students

Class C - less than 200 students

Number of teaching positions is not relevant.

CHAPTER III

METHODOLOGY

The sample. The sample included in this study was selected from the total number of Michigan school districts in the lower peninsula operating a high school excluding the school district of Detroit.* The Michigan High School Athletic Association Bulletin was used for the division of the districts into four groups according to the number of students enrolled. Since this division (A, B, C, and D class)** did not determine the number of teachers employed in the district, reference was made to the Michigan Education Directory¹ for the number of teaching positions in each district.

The number of districts obtained by this method was reduced through the elimination of districts with less than twenty-six teachers. Very few of the superintendency districts of this size employ more than one or two administrators; some of them none. The number of the districts in the population was 366.

*Detroit was excluded because of its size, the lack of any basis for comparison with other Michigan districts, and the role of the superintendent found only in extremely large city school districts.

**The classifications are determined as follows:

Class A - 900 or more students
 Class B - 400 to 899 students
 Class C - 200 to 399 students
 Class D - less than 200 students
 Number of teaching positions is not relevant.

¹Michigan Education Directory and Buyer's Guide (Lansing, Michigan: Michigan Education Directory, 1961), pp. 126-225.

Table I shows the number of districts in each group and the sample used in each classification.

TABLE I

Number of Districts in Population
and Sample by Classification

Teachers	Population	Sample
26-50	131	27
51-100	114	23
101-200	71	20
201-400	25	15
400-over	<u>25</u>	<u>15</u>
	366	100

Several members of the Research Department aided the writer in determining the size of the sample and the number to be sampled in each group. The large difference between the highest and lowest number of districts in each group required a disproportionate sample in each of the five strata. Hansen, Hurwitz, and Madow state that when highly skewed populations are encountered it is desirable to identify the units that are large in size and include in the sample a higher proportion of these than of the smaller units.² This accounts for the difference of twelve districts between Group 1 and Group 5.

²Morris H. Hansen and others, Sample Survey Methods and Theory (New York: John Wiley and Sons, 1953), Vol. I, p. 102.

The districts involved in the study were selected at random from a listing of all the districts by group.³ In addition, two districts were selected at random from each of the sample districts for personal interviews. The superintendents of the districts chosen for interviews had returned the questionnaire prior to the interview.

The questionnaire. The body of the questionnaire included sixty statements listing the functions⁴ or activities in which the superintendent is involved. He was requested to indicate whether the function was initiated and completed by himself, shared with others, or assigned to others. In the event the function was shared or assigned, he indicated this by referring to a number placed beside a listing of the most common full and part-time administrators found in many of the school districts in the study. Space was allowed for him to add position names for those present in his district not included on the list.

At the end of the list of functions he reported the approximate number of pupils and teachers in his district. This information made it possible to place the completed questionnaire in the proper group.

Prior to the submission of the questionnaire to the persons in the sample, the investigator sent copies of the preliminary questionnaire to fifteen superintendents who could be expected to make an excellent evaluation of the statements. On the basis of this pre-testing,

³Wilfred J. Dixon and Frank J. Massey, Jr., Introduction to Statistical Analysis (New York: McGraw-Hill Book Company, 1957), pp. 366-370.

⁴Adapted from a list of functions identified in a study made by the Cooperative Development of Public School Administration in the State of New York.

several functions were added or deleted and others restated in order to eliminate ambiguity. In addition, members of the Administrative Interest Group at the College of Education gave helpful suggestions.

The results from the respondents will be reported in Chapter VII; the number of replies by groups is shown in Table II.

TABLE II

Number of Respondents in Each
Classification Who Returned
Questionnaire

Teachers	Sample	Respondents
26-50	27	25
51-100	23	20
101-200	20	15
201-400	15	13
401-over	<u>15</u>	<u>12</u>
	100	85

The number of returns in each group was considered sufficient in order to draw generalized conclusions from both the total sample and group to the total population. The collation of data is reported in Chapter VII.

The structured interview. As mentioned previously, two superintendents from each group were selected at random from the original sample districts. They were contacted at their offices and arrangements made for the interview in the district.

The sixty functions included in the questionnaire were written on three by five cards and placed on a stacked pile in front of the interviewee. He was then requested to place them in five groups which were entitled: assume greatest responsibility, assume much responsibility, job specifications of subordinate cover this function, assign more than share, and share more than assign.

The purpose of this activity was twofold: first, the results of this segregation enabled the investigator to verify the choices made on the original questionnaire; and second, it sharpened the line drawn between the degrees of responsibility the respondent assumed in sharing and assigning.

Of equal benefit was the informal conversation that took place during the interview. This, and the consistent aspect of the method materially aided the investigator. Good and Scates have this to say concerning structured interviews:

The use of a schedule or questionnaire in descriptive survey studies extends the investigators powers of observation by serving to remind the respondent of each item, to help insure response to the same item from all cases, and to keep the investigator from collecting only the unique, exceptional, or unusual facts particularly interesting to him.⁵

Table III lists the names of the superintendents who were selected from the sample. An additional name in each group was chosen in case one of the superintendents failed to respond to the written questionnaire. This happened in one group.

⁵Carter V. Good and Douglas E. Scates, Methods of Research (New York: Appleton, Century, Crofts, Incorporated, 1954), p. 606.

TABLE III

Superintendents Selected from Sample
for Personal Interview

District	Group Number	Superintendent
Berrien Springs	1	Lee Auble
Armada	1	Edward Stafinski
New Boston	2	Thomas Krakker
Vicksburg	2	William Taylor
Sturgis	3	Warren Fudge
Romulus	3	Robert McConegy
Rochester	4	Donald Baldwin
Utica	4	Fred Atkinson
Dearborn	5	Stuart Openlander
Kalamazoo	5	Richard Percy

The one hundred school districts which made up the stratified random sample in which the superintendent was sent the written questionnaire are listed in Table IV.

TABLE IV

Selected Districts Which Were
Sent Questionnaires

School District	Teachers	Group Number
Addison	47	1
Armada	45	1
Berrien Springs	47	1
Breckenridge	33	1
Climax	28	1
Coleman	48	1
Deckerville	40	1
East Jordan	30	1
Farwell	41	1
Harbor Springs	28	1
Horton	33	1
Houghton Lake	34	1
Bridgman	29	1
Kent City	34	1
Marcellus	32	1
Middleville	42	1
New Troy	27	1
Onsted	47	1
Portland	41	1
Union City	45	1
Wayland	46	1
Whittemore	36	1
Bad Axe	46	1
Bangor	48	1
Lakeview	49	1
Reed City	40	1
West Branch	40	1
Flushing	98	2
Flint Atherton	72	2
Charlotte	88	2
Bronson	54	2
Belding	56	2
New Boston	57	2
Michigan Center	59	2
Grand Rapids Roger	86	2
Pigeon	72	2
Romeo	94	2
Saline	68	2
South Haven	97	2
Three Rivers	82	2

TABLE IV (Continued)

School District	Teachers	Group Number
Brandywine	84	2
Vicksburg	88	2
Yale	58	2
Zeeland	59	2
Richmond	55	2
Napoleon	54	2
East Jackson	61	2
Galesburg-Agusta	66	2
Flint Hoover	55	2
Williamston	52	2
Lakeview-Battle Creek	198	3
East Lansing	200	3
Holland	195	3
Inkster	162	3
Owosso	190	3
Plymouth	196	3
Romulus	140	3
Troy	151	3
Clarkston	144	3
Grand Rapids Godwin	144	3
Greenville	130	3
Harbor Woods	104	3
Hillsdale	105	3
Lowell	118	3
Ludington	103	3
Mt. Clemens Clintondale	120	3
Mt. Clemens L'Anse Creuse	149	3
Oscoda	104	3
River Rouge	181	3
Sturgis	111	3
Wyandotte Riverview	114	3
Allen Park	261	4
Highland Park	315	4
Belleville	233	4
Berkley	375	4
Flint Carman	231	4
Hazel Park	300	4
Mt. Clemens	251	4
Oak Park	387	4
Rochester	225	4
Lakeview St. Clair	265	4
Southfield	325	4

TABLE IV (Continued)

School District	Teachers	Group Number
Trenton	208	4
Utica	321	4
Walled Lake	260	4
Ypsilanti	280	4
Ann Arbor	650	5
Dearborn	977	5
Flint	1257	5
Kalamazoo	755	5
East Detroit	442	5
Farmington	408	5
Lansing	1074	5
Garden City	465	5
Grosse Pointe	455	5
Pontiac	745	5
Waterford	510	5
Lincoln Park	460	5
Roseville	433	5
Midland	402	5
Bay City	476	5

Before proceeding to the analysis of collected data based on the methods outlined in this chapter three selected principles of organization will be discussed in light of their application to educational organization. The three principles were common to all the listings in Chapter II, although the terminology differed.

CHAPTER IV

SPAN OF CONTROL PRINCIPLE

The purpose of this chapter is to discuss in more detail the principle of span of control which was found to be common to most of the listings of principles in Chapter II. It will be shown that, although this principle is the outgrowth of theory and should therefore have universal application, the necessary modifications of the principle for school organization does not detract from the validity of the principle. The presence of organizational charts and other evidence in the central office of many school offices show that the superintendent relies heavily on concepts of organization borrowed from other fields. Briefly stated, span of control means that there are limitations in the number of persons reporting directly to a single executive.

SPAN IS RELATED TO ORGANIZATION

A major portion of the writers of administrative organization agree that consideration of the span principle is necessary to both the organization and to the persons in it. The area of frequent disagreement is on the maximum or minimum number that should be assigned to any one person. The position taken here is that the superintendent must be aware of the fact that the "span" he subscribes to in practice has a direct relationship to his organization. If he subscribes to a small span of control, the organization will tend to lengthen the vertical chain from top to bottom; this condition is usually referred

to as "tall" organization. If he subscribes to an expanded span of control, the organization will tend to broaden the base and reduce the levels between the top and bottom; this situation appears to emphasize the horizontal configuration of the organization chart and is often called "flat" organization.

The diveristy of opinion among the authorities on the application of the span of control principle for a particular organization and the wide deviation in actual practice does not allow the superintendent to dogmatically subscribe to one number as ideal. The discussion which follows outlines several limiting factors to an over-expanded span. Error is also possible where the span is too small. Dale¹ warns against both extremes when he states:

The most economical and generally satisfactory solution is one which avoids both an over-long complicated chain of command resulting in a predominantly "vertical structure" and disproportionately extended organizational units which would eventually result in a "horizontal structure."

An erroneous general assumption made in educational administration is that all the central staff members in a particular school system have the necessary skills at the time they begin their duties. The fact that a large majority of administrators assigned to central office positions are recruited from the classroom ranks without specialized training is the first limitation for the superintendent. He must be aware of the fact that his co-workers need help in improving their knowledges and skills and furthermore, that this consumes a portion of his time.

¹Ernest Dale, Planning and Developing the Company Organization Structure (New York: American Management Association, 1955), p. 60.

The time and effort expended by the superintendent in this in-service training activity has a direct affect on the time needed in the future. In-service training, therefore, has a long-range positive effect. This one facet of the span of control principle is the reason that it is said that the more closely related the functions of the co-workers become, the larger may be the span.

POLICY STATEMENTS AND LEGAL STRUCTURE

Policy statements and legal statutes have a direct effect on the span for the superintendent. A section of the policy statement in many school districts contains position descriptions. These descriptions outline in general the major functions of the position. In turn, the function listed helps determine who is responsible for a given assignment. This procedure materially reduces the need for constant communication between members of the central staff and aids others in seeking the person who is responsible. The assumption here is that all members of the organization are aware of the policies and position descriptions.

Someone has called this concept "administering by exception." That is, decisions made by policy do not need additional communication. The exception to the rule implies that the person and position does not have the necessary information; that others must be consulted to give the questioner an adequate answer. This statement does not suggest that the questioner must go upward in the organization to satisfy the query. It might well be the custodian who has the necessary information.

While the necessary training and policy statements tend to reduce the personal contacts between members of a central school staff, the aims, purposes, objectives, and goals of the district may cause the multiplication of interrelationships. The purposes and goals may not in themselves cause this consternation; it may be the methods and procedures employed to achieve them. No inference is made that all educational workers subscribe to identical methods. The destination is of much more importance than the route travelled. While no single route is suggested, the face-to-face communication of the superintendent will take place with a different group of persons where there is a diversity of routes. Therefore, an enlarged span is apparent. One chief concern of the superintendent is to keep a balance between all the forces at play for his time and attention.

An important aspect of a good policy statement is the extent to which it may be changed. Alterations may be desirable as certain external factors within the district require a close re-evaluation of goals. One of the external forces which may imply change is the rapid growth of the district. Another might be the change in the social make-up of the community or a particular attendance area. While these changes as well as others may be gradual, the policies and/or organization of the district may be obliged to make drastic alterations. Perhaps a division between the philosophy statement of the district and the procedures should be made into separate documents. In any event, the span for the superintendent is affected by these changes.

The Roman Catholic Church is an example of an organization in which policy formulation and trained personnel has reduced the span of those at the apex of the organization. In reality, there are only three levels from the last ordained priest to the pope. Stable policy and trained personnel are given as important factors for this durability. Singleness of purpose should be added.

POLICIES AFFECT SPAN

Many boards of education expect the superintendent to evaluate the skills and activities of his co-workers in the central office. The districts which have written position descriptions make this task more simple. The subjective method of observing only has many inherent weaknesses. The point here is that the more objective the evaluation the less time and effort is required of the evaluator. Evaluation is an on-going process. Efficient methods will affect the span of the superintendent.

COMMUNICATION FACTOR

The type of communication techniques used by the superintendent may increase or decrease his span. An example of expansion might be the use of written rather than verbal instructions where several persons are involved. The time saved in the face-to-face contact with all these individuals is more than offset by the written communication. The communication factor in the span of control affects not only the total number of persons but also the number of contacts between the members of the group. Therefore, the use of check-lists and mechanical devices (inter-com, dictating machines, telephones, etc.) should be used to save time, effort, and energy.

The superintendent who is able to set down in writing the items to be considered by a group prior to a planning session sets an atmosphere in which more may be accomplished with less effort and less time. Since less variability of interpretation is present in written rather than spoken words, there is more assurance that more persons will be allowed to express opinions and make concrete contributions. The reverse is self-evident.

LIMITING FACTOR OF TIME

The span of time available to the superintendent is one factor that cannot be controlled. As needs arise in the expansion of a school district, additional personnel may be contracted and space and physical equipment may be purchased, but the number of hours in a day remain constant. Even the quantity and quality of the human and physical resources pushed to operate more efficiently and effectively will not increase time. A serious consideration of this factor will cause the superintendent to re-examine his planning processes, schedule of appointments, and the activities of his co-workers.

An argument sometimes forwarded by superintendents is that an increased span enhances communication from the staff members holding minority views. These superintendents hold that there is a significant advantage in hearing the views and sharing the views of a larger number of people. This point has its advantages as long as the group is no larger than twelve or fifteen. Beyond this number the superintendent may easily only share his thinking with the group in order to gain approval of a decision already made rather than encourage a sincere interchange of ideas.

No doubt there are other factors which might maximize or minimize the span of control for the superintendent. The type of community, the rate of growth of the district, and the interest and involvement of the citizens are contributing factors. However, in medium to large districts where the central office is divided into divisions, not more than four or five persons should report to the superintendent.

RELATIONSHIPS ARE MULTIPLIED

The number of relationships between the leader of a group and its other members forms a geometric progression as one or more members are added to the group. When a person is serving as a leader of a group, he must take into account the face to face relationships and also the cross relationships. Their sum grows at a rapid pace. For example, an administrator who has three assistants reporting to him has to work with a combination of seven relationships. He must not only deal with the problems of A, B, and C on an individual basis, but also with the problems of ABC as a group, and with the problems of the groups AB, AC, and BC.

Luther Urwich computed the number of direct relationships the leader has with the other members or groups of members. In the example above the total number is seven. In the case of seven assistants, the number is increased to 127; and the number is 1023 where ten assistants are involved. This computation reveals in a dramatic fashion that only a state of confusion will result where serious attention is not given to the principle.

When applied to the situation that exists in the schools, the point made above shows why many superintendents in small school systems cannot spend their time on major educational problems. In many cases, the superintendent is forced to deal directly with every employee in the system; he cannot isolate himself to work on top-level problems. It shows that even in small school systems the superintendent needs full time principals, in addition to adequate clerical and secretarial help. In large systems, it suggests the need for assistants to the superintendent to deal with principals, supervisors, and other personnel. Therefore, the superintendent can deal with only a limited number of persons in an administrative capacity, while knowing several dozen casually.

IMPORTANCE OF DECISION LOCATION

Many superintendents appreciate the value of having decisions made as near as possible to those directly concerned with the implications and results. The tendency to add personnel to the central staff should therefore be done with the realization that the gap between the assignor and assignee is widened. The action may be defended on several points, but the superintendent should be aware of the fact that an additional length has been added to the bridge between himself and the teacher.

Whereas the number of contacts for lower level administrators is even larger than those of the superintendent, since they must deal with superiors as well as subordinates, the complexity and diversity of the problems for which they assume responsibility is less. Hence,

they are able to deal with a greater number of persons. The more similar in nature the tasks to be performed by an administrator, the greater the number of persons that may report to him. In general, the chief administrator in any enterprise must deal with fewer assistants than one lower in the administration.

APPLICATION OF PRINCIPLE

The discussion of this principle has been pointed to the structure of school districts whose central staff contains from three to five administrators assigned to that number of major divisions. The divisions might include: instruction, personnel, finance, research, etc. Within this context, the following statements should apply.

1. When the number of persons reporting directly to the superintendent becomes too large, it is very difficult to differentiate the basic, important decisions from others which, though pressing, are of a more routine nature.

2. The administrators reporting directly to the superintendent should head the areas outlined above, and the staff assistants and principals report through them.

3. Diverse tasks of the operations of the school system should be grouped into areas in which high level administrators can assume full responsibility.

4. The number of persons working on diverse projects reporting to the superintendent must be limited, or he will be swamped with details and will not be able to make intelligent decisions.

In summary, this discussion has attempted to elaborate and consider some of the underlying factors which must be considered in applying the span of control principle. The factors included: the in-service training for central staff members, the need for position descriptions, communication techniques, objective evaluation of co-workers, the limitations of time, type of community, size of district, number of direct relationships, and decision-making level. Closely related to this principle is the matter of centralization. It will be discussed in the next chapter.

CHAPTER V

CENTRALIZATION-DECENTRALIZATION PRINCIPLE

The concept of the principle of centralization versus decentralization is a relatively new idea among the principles of organization. In our country it first received attention by those who were concerned with the role of the federal government. The issue was whether the central government should establish field operations within the several states or whether the states should reserve the rights and privileges to operate as autonomous units. To a degree this struggle is still with us; the courts' decisions reflect this relationship.

Historically, the development of this concept as it applies to organization took the form of departmentation. Departmentation simply means to divide activities or functions into somewhat homogeneous units and then group them so that their efforts are coordinated toward a basic objective. In business enterprises the patterns most commonly found are groupings by product, territories, time, customers, and function. In government enterprises the groupings may include purpose, place, and process. Since various organizations, regardless of size, do not adhere to this principle, a closer look at the advantages and disadvantages is in order.

Unfortunately, the centralization (or decentralization) has a number of different meanings, and to avoid confusion it is important to recognize the particular sense in which the word is used relative

to organization. In connection with administration, centralization (decentralization) may refer to (1) departmentalizing activities; (2) location of actual performance; or (3) the level in the administrative hierarchy at which operating decisions are made.¹

By way of illustration, not too many years ago one of the smallest school districts in Michigan and one of the largest in the United States were located in Wayne County, Michigan; namely, the Canton Township School and the Detroit Public School System. The former is an extreme example of decentralization whereas the latter, at that time operating from a centralized office in downtown Detroit, is a vivid example of centralization. No doubt similar situations exist elsewhere today.

ASSUMPTIONS FOR APPLICATION OF PRINCIPLE

In the application of this principle to school organization, several basic assumptions must be made. First, it must be assumed that no single individual is physically capable or has all the necessary information to make all the decisions necessary in the organization. Second, central office decisions imply that the knowledge and skill of the teacher can materially contribute to the planning and execution of programs and policies. Third, that the citizens in a particular attendance area (school or schools) should have a voice in the general goals as well as specific programs offered by the administrative unit in their area. It should be noted that the first assumption is directly related to the span of control principle.

¹William H. Newman, Administrative Action (New York: Prentice-Hall, Inc., 1951), p. 202.

Complete knowledge of all information and awareness of all alternatives of the problem to be solved is not possible.

The acceptance of these assumptions does not eliminate the need for centralization of some functions and activities. This listing includes many of the items which might be administered from a central location in a more effective and efficient manner than elsewhere.

1. The administration and preparation of the payroll.
2. The distribution of instructional supplies.
3. The purchasing of materials and goods for the maintenance of the buildings, cafeterias, and grounds.
4. In-service training of teachers at grade and/or subject matter levels.
5. The consolidation of the district budget (made up by combining individual school budgets).
6. The maintenance and storage of individual personal records of both teachers and students.
7. The assignment of specialists whose activity covers more than one school or a group of schools.
8. An activity which by its nature has system-wide implications, (administrative council, superintendent's advisory committee).

A short study of these functions and activities shows that most of them are of a routine nature. Although necessary to the operation of the school organization, they primarily facilitate the instructional program and help the teacher teach children.

The more non-routine functions and activities are those that take place in the classroom. Several considerations must be resolved before the third assumption (citizen participation) above may be facilitated. These questions may be asked: To what extent does the superintendent believe in decentralization of the instructional program? Is he (superintendent) engaged in re-educating the type of board that places emphasis on conformity and uniformity of program? Should the curriculum of a particular school building reflect the type, size, and socio-economic situation in which it is located? Is leadership toward participation available or used?

CENTRALIZATION AFFECTS DECISION MAKING

The personal philosophy and security of the superintendent will affect the answer to the first question. If he questions the loyalty, motivation, and ability of those in the administrative structure, he will tend to reserve the right to make decisions himself. If he limits his contacts to those in the central office, he will stifle two-way communication and not be able to benefit from the contributions of the building administrators and staff. If he expects to be informed of all decisions made in the name of the district, he will burden himself with so much trivia that he will have no time to seriously consider matters of importance.

On the other hand, if the superintendent believes that a particular building should maintain considerable autonomy, he will allow the principal and staff increased latitude in solving their own problems. If he assigns routine tasks to the clerical staff, he will have more

time to communicate with members of the staff outside the central office and become aware of their concerns, ideas, and needs. If he has made the effort to formulate policies through wide participation (teachers, students, board, and citizens), the need for personal involvement in much decision making will be tremendously reduced.

The position taken here is that decentralization of responsibility is highly desirable in even relatively small school districts. That is, those aspects of decentralization which imply the involvement of all members of the organization apply to any size group. All the aspects apply in districts which employ building administrators and hold these persons responsible for the operation of their area. The Group I districts (twenty-six to fifty teachers) in this study could and should find ample incorporation of this principle.

Closely allied to this application is the consideration of the span of control principle. That is, decentralization tends to reduce the superintendent's span and in most cases centralization increases the number of persons in direct contact with him. The smaller span caused by decentralization allows both the superintendent and building principals a closer relationship with people in and out of the school circle.

The usual arguments proposed by adherents of centralization contend that (1) less-skilled personnel is required; (2) that the top executive may possess all the knowledge and judgment needed; and (3) that more uniformity in quality and service is attained. Not one of these "so-called" advantages apply to school district organization. Neither does limited decentralization meet the requisites of a public school system.

Under limited decentralization the policies, procedures, programs, and major decisions are made by a small number of top executives; the application of these plans to specific situations, and the detailed day-to-day planning are delegated down the line to the next administrative or supervisory level.

A better definition for limited decentralization in school organization would be: The basic operating policy is to involve as many teachers, parents, and students in the planning activities and policy formulation as is consistent with proven practices, research, and experimentation.

The ultimate in decentralization, often called "bottom-up administration," should also be mentioned because it has some implications for the very large districts. Under this system, not only responsibility but also initiative is decentralized. The individual school unit, subject matter areas, or grade levels assume the responsibility for their activities. Furthermore, they only call on the central staff for help as they feel they need it. Instead of directives going from the top of the organization down, they originate at the bottom and indicate what is needed in order to achieve pre-determined goals. One positive effect of this type of management is what it does to the members of the organization; it encourages individuals to discover new methods, initiate action, make decisions, and sets the atmosphere for creativity. Bottom-up administration relieves the superintendent of attention to considerable detail, simplifies or eliminates administrative controls, and also provides flexibility through prompt action.

Size of the school district and the willingness of the superintendent were stated above as necessary ingredients for the application of this principle. The term "size" as used here may refer to number of buildings, number of students, or number of teachers. The very small districts are able to incorporate some of the factors (involvement of staff, planning activities, policy formulation) of the principle. Many of the very large districts (Detroit and Chicago) have large attendance areas which include the elementary and secondary schools under the direction of district administrators. The large core of medium-sized districts seem to be fertile ground for experimentation in the application of this principle. Until more of them have designed administrative structures applying this principle, the true worth of the principle will be questioned.

One exception to the above statement is the recent reorganization in the Dearborn Public Schools.²

In May of 1959, the Dearborn Board of Education requested the services of approximately sixty citizens and nine professional consultants to accomplish two tasks. The first immediate task was to help present to the community the need for additional revenue. The second long-range task was to study the needs of the schools and make recommendations to the Board of Education as to school services and facilities. Among the committees formed, the Committee on

²Report of Dearborn Civic Committee on School Needs, Organization and Management Sub-Committee (Dearborn: 1960).

Organization and Management concerned itself with the administrative structure of the central office. In order to better evaluate and understand the recommendations of this committee, the following information about the community and district is given.

1. The population of the city is approximately 121,000.
2. The K - 12 enrollment is in excess of 22,000.
3. The district has four senior high schools; one of them includes the elementary and junior high grades (Lowry).
4. Including Lowry, the system has nine junior high schools.
5. Although one elementary school was in the process of closing down during the study, others were being planned or under construction. Twenty-five different sites had buildings operating elementary grades.
6. The district covers approximately forty-five square miles with a low population area dividing the east and west sections.
7. The accepted plan of grade organization is 6-3-3.
8. The central office housed the district's special teachers, consultants, and directors of subject matter fields.
9. Previous to the adoption of the Report, the superintendent maintained line relationships with all the central office administrators and many of the building principals although a Council and Advisory Committee appointed by the superintendent reduced the actual number of different persons with day-to-day contact.
10. In practice, many of the decisions which had system-wide implications were drafted, implemented, and handed down from the central office.

More statistical information could be given here, but it is felt that the present organizational pattern is of more consequence. The statements below are gleaned or taken directly from the Report, the section on organization includes material which is most closely related to the superintendent.

1. The new proposed plan of organization of the Dearborn School System is . . . responsibility over operations to four line positions. The executives in these positions have responsibility over designated areas of the system's activities.

2. The positions are called Area Administrators. Three of them administer the Fordson, Dearborn, and Ford High School attendance areas; the fourth is the dean of the community college.

3. These administrators are responsible, each in his own area, for the decisions made, the actions taken and the results obtained.

4. Directly aiding the superintendent in coordinating the actions of the four line executives and in providing assistance to them is the associate superintendent-curriculum and the associate superintendent-business.

5. Assisting the superintendent, the associate superintendents and the four line executives are three staff executives. They are the staff director for personnel and organization, staff director for pupil personnel, and the staff director for school relations. These men provide specialized and experienced counsel and services to all executives of the system.

6. The organization report contains concise definitions of the functions, duties, and responsibilities of each of the executive positions in the plan of organization.

7. The new plan of organization retains two groups who work directly with the superintendent. They are the Advisory Cabinet and the Advisory Council.

The most important single factor in this reorganization with which this chapter is concerned is the new position created: the area administrator. The following information is included in the position description.

1. Among his general functions, he is a member of the Superintendent's Cabinet and Council. He is responsible for the administering of system policy, plant facilities, and the educational program within his area as directed by the superintendent.

2. He reports directly to the superintendent.

3. He is responsible for the supervision of the senior high, junior high, elementary principals, and the non-instructional employees assigned to his area.

4. In addition to the basic executive responsibilities stated above, this administrator is responsible for the following:

- a. To operate the school program in conformity with policies in his area.

- b. To work cooperatively with the associate superintendents-business and curriculum in areas of mutual concern.

- c. To establish an Area Instructional Council.

- d. To develop and administer the budget for his area.

e. To work with citizen groups in his area to achieve and maintain good community relations.

f. To submit reports as may be determined or required by the superintendent.

g. To establish his office in a place other than central staff, preferably in a junior high school.

h. To prepare communications, memoranda, notices, etc., necessary to impart area information. Copies to be sent to the Director of School Relations for codification and filing.

i. To carry out other functions as may be assigned him by the superintendent.

Elsewhere the Committee stated that in addition to supervising the educational program and physical plant within his area, one of his (area administrator) prime responsibilities will be the development of good community relations. It is the Committee's intent and hope that the area administrators will in time develop this community relationship to the extent that the majority of community problems in their areas will be resolved at the school level.

Should the organizational aspirations of the Dearborn citizens and consultants be manifested in actual practice, educational administrators and others will have a concrete example to point to. It will further the acceptance of the centralization (decentralization) principle in large and small districts; it will aid in using the resources of teachers and citizens.

CHAPTER VI

LINE AND STAFF PRINCIPLE

The purpose of this chapter is to analyze those aspects of the principle of line-staff which apply to and are necessary for school organization. In Chapter I, it was stated that line positions form a vertical chain of authority and responsibility in the administrative organization extending through the various levels from the chief executive to the operational personnel. An example of line function might be illustrated in this manner. An organization in the community may request the use of a bus to transport a group of underprivileged children to a nearby lake. In actual practice, the superintendent might grant the request, if covered by policy, and direct the bus supervisor to follow up relative to place, time, and assignment of driver. However, strict adherence to the line principle would require the superintendent to refer the request to the business manager. The business manager would refer to the bus supervisor. The bus supervisor would check availability of equipment, possible conflict in schedules, and other policy considerations.

The purpose of the above example is to show the relationship between the persons holding various positions rather than place a value on the manner of accomplishing the task of fulfilling the request. Position titles and descriptions usually infer the line in the organization.

Staff positions are based primarily upon specialized functions and/or knowledge. Staff positions are advisory or auxiliary to the line and possess neither operating responsibility nor authority in that line. The position taken here is that the concept of this principle is directly related to both the principle of span of control and the principle of centralization-decentralization. The application of the "staff" side of this principle to school organization is illustrated below in the discussion under the several types of staff.

Historically, the origin of "line" is credited to the military. That is, a strict adherence to a "scalar" or "hierarchial" concept of authority. This information is not based on fact, but it still causes a cloud of doubt around the application of the principle and therefore is not palatable to many persons. Many heads of organizations who do not subscribe to the principle in theory practice it in their operation. Perhaps the most misunderstood facet of the principle is the "staff" portion.

Much of the difficulty would be clarified by frankly recognizing that there are different kinds of staff services, staff agencies, and staff persons. All of them would seem to fall logically and naturally within three broad classifications: the general staff, the auxiliary staff, and the technical staff.¹ The distinction or division made by these classifications is primarily to help understand the staff functions rather than divorce them from the close relationship

¹Arthur W. Macmahon, John D. Millett and Gladys Ogden, The Administration of Federal Work Relief (Chicago: Public Administration Service, 1941), p. 245.

they have with line functions. The brief explanation of each of them includes the application to present school organization.

GENERAL STAFF

The most concrete example of what is meant by general staff is found with the organization of the President's Cabinet. The Secretary appointed by the President suggests an Assistant Secretary, Under Secretary, and assistants to the Secretary positions. These positions, housed centrally, make up the general staff. Although some of them may in turn function as a line officer on a special assignment, their primary purpose is to advise, remain in close contact with the Secretary, and handle matters which will prevent the Secretary from becoming overburdened with detail.

One characteristic of persons holding these positions is that they are more generalists than specialists. This implies that although the assignment may be economic advisor or special advisor to the Secretary, their training and skills were directed to the general area of agriculture, for example. The fine distinction made here is not an attempt to categorize and pin-point activities. At one time or another all administrative and supervisory personnel carry out functions which may be construed as line and/or staff.

Many of the positions in the central office of medium-sized school districts may be considered general staff posts. They are general in terms of their relationship to the superintendent. The function of an assistant in the area of finance gathers data, studies costs, and keeps the superintendent informed in money matters. He does

not have the prerogative to evaluate the request for materials requested by the principal. His function is to determine the state of the principal's budget for these items and, if the account is not overdrawn follow the procedure according to policy to acquire them. Now if many requests are disallowed because of inadequate budget, in his advisory capacity, the assistant should bring this information to the attention of the superintendent. The illustration does not include all possible variables, but it demonstrates the relationship of the assistant to both the principal and superintendent.

The confusion of this principle is attributed to the fact that this same assistant also may have line functions. The number of cafeterias, size of the bus fleet, and the custodial staff may require supervisors in all three areas. If the assistant's position description includes the responsibility of these supervisors, his relationship to them is line. He may seek the advice of these people, request the results of new methods, and at times meet with them in toto or with representatives. In this manner, the assistant too makes use of general staff. The complexity of these relationships does not detract from or invalidate the principle.

AUXILIARY STAFF

The second staff classification is called auxiliary. The position which is usually identified in this classification is the assistant responsible for personnel. The functions may cover acquisition, assignment, and in-service training of co-workers. Since the heart of any organization is its people, the role of

this central staff position is viewed by many as a line position. In actual practice among school districts, the assistant may visit several university campuses and contract the services of teachers without them visiting the community or interviewing the superintendent. On the surface it appears that the assistant is acting as a line officer, but in many states the superintendent is held responsible for the recommendation of teachers. This step is not apparent in the illustration above.

Perhaps one reason this position is confused with line function is that the activities of this office pervade the entire organization in a real sense. In addition, the department head or field officer is usually responsible to the assistant even though he (field officer) has complete autonomy within his unit. A further complication is added where the chief executive calls on this particular assistant to take his place during an absence. Again, this temporary change does not affect the principle. Those directly concerned normally will be informed and those not concerned will not appreciate the additional communication.

There is evidence in practice that superintendents whose organizational needs justify the expansion of the central office usually obtain the services of a person in the instructional area. . The specifications of this position, developed before or after hiring, traditionally assign the acquisition of personnel as a major activity. Where lack of communication with teachers is present or where system-wide policy is non-existent, distinction between this officer's line and staff function is often confused. Additional confusion is present because:

1. The perceptions the teachers have of this position or person. They usually view him as below the superintendent and above the building principal.

2. The portion of the policy related to supervision does not give the principal of a building complete responsibility for his co-workers.

3. The physical attachment to the central office combined with the horizontal (system-wide) aspect of the position.

4. Staffing this position with a building-level administrator and thereby indicating a promotion in the hierarchy.

A well drawn organizational chart will not overcome the weaknesses of poorly-defined staff positions. The involvement of all the members of the organization in policy making will at least serve the purpose of helping understand the dual role of some central office personnel. To be on the team and not be aware of or understand the plans and signals may be more detrimental to than good for the group effort. The line and staff principle does not say who will be a line official or staff official; rather it says that some functions are line and some functions are staff. The same person may assume different roles for different functions. He cannot be both at once.

TECHNICAL STAFF

The third and final classification is called the technical or special staff position. Many public organizations do not include these positions in their staff ranks. Where they do, they are more often identified as being in continual contact with the line. No attempt will be made to generalize about them because the persons

holding these positions differ greatly from organization to organization. Almost all school organizations make use of functional specialists.

The most common use found is that of the school attorney and school auditor. Although many districts contract these services for special purposes, many also retain them on an annual basis. Perhaps other outside professional consultants should be considered in this classification. The psychologist who does special testing, the university team studying building needs and the public health nurse assigned to the school system are additional examples.

The list would be greatly expanded if the staff concept of Mary P. Follett were accepted. She insisted that the final authority consists of the decisions made by the specialists who really are the only ones fitted to make final judgments. This concept would make every teacher a full-fledged technical staff member. The only limiting factor is in the words "ones fitted." In spite of this limiting factor, the talented first grade teacher should be involved in decisions affecting reading problems, curriculum changes, and homogeneous grouping, for example.

Technical staff function is perhaps the least understood of the three discussed. Seldom do they appear on charts of organization; the writer has never seen one showing the classroom teacher in this role. The exception may be the special teacher who has multi-grade or multi-building responsibility. These specialists are in the area of art, music, and physical education. From an organizational standpoint, they are either attached to a particular building or to the instructional officer at the central office. The failure to recognize this facet of staff organization in school administration does injustice to a large segment of professional employees.

The detailed analysis of the staff side of this principle should not lead the reader to believe that line is automatic or that every function in a formal organization may be pigeon-holed under one heading. To be consistent with democratic principles, to recognize the ever-increasing competence of teachers and other staff members, and to secure lay understanding and support, the application of this principle must never become static and rigid. The extent to which modification is necessary depends upon the local situation, its past history, and present leadership.²

²John T. Wahlquist and others, The Administration of Public Education (New York: The Ronald Press Company, 1952), pp. 113-114.

CHAPTER VII

PRESENTATION AND REVIEW OF DATA FROM QUESTIONNAIRE

This chapter will present the data taken from the questionnaire as it was submitted by eighty-five of the respondents. The tables will show how the superintendents checked their choices according to groups (number of teachers employed in district). The brief explanation following the tables will show, percentage-wise, the number of superintendents who checked the "alone," "share," and "assign" columns on the questionnaire. In the case of "share" and "assign" choices, the explanation will indicate with whom or to whom these functions were shared or assigned.

The purpose of this chapter, therefore, is to present the findings rather than raise the issues implied by the results. The following chapter will be similar to this in that it will present and review the data from the structured interviews. Chapter IX will be devoted to an explanation of the significance of these findings and relate them to the hypotheses of the study.

The respondents to the questionnaire were requested to indicate by whom the sixty important functions of administration and supervision were performed. Initially, an attempt was made to divide the functions into four general areas. They were: (1) the improvement of the instructional program; (2) working with the community; (3) personnel relationships; and (4) activities related to financial support and facilities. There were, however, no general patterns of

operation according to these divisions in either the total sample or in the individual groups. Therefore, the method of dividing the functions according to the superintendent's role in the function was used. The total responses from all the groups were added in the "alone," "share," and "assign" columns.

Results of this tabulation showed that there are general patterns that school administrators follow in handling certain functions. To better describe the patterns, the functions were grouped according to the total responses from all size districts. They were: (1) functions for which the superintendent assumes the greatest sole responsibility; (2) functions for which the superintendent assumes a major degree of sole responsibility; (3) functions for which superintendents assume a major degree of shared responsibility; (4) functions for which superintendents indicate a major degree of shared or assigned responsibility; and (5) functions for which superintendents indicate the greatest degree of assigned responsibility. The exact number of responses is found in Appendix B.

The listings below show the functions which were included in the five classifications outlined above.

MANAGEMENT

1. Control of the budget.
2. Leadership of the Administrative Council.
3. Maintaining staff personnel records.
4. Debt service management.
5. Preparation of the Department of Public Instruction reports.
6. Administration of the payroll.

7. Recommendation to the Board for employment of non-professional staff personnel.

8. Determining specifications of administrative positions.

9. Writing job specifications for administrative and supervisory positions.

POLICY FUNCTIONS

1. Making recommendations to Board for policy formulation and revision.

2. Administering insurance program.

3. Making recommendations to the Board for the construction and administration of salary schedules.

4. Supervising and auditing internal accounts.

5. Initiating contacts with business and industry.

6. Selection and recommendation to the Board for employment of professional staff personnel.

7. Determination of financial need and construction of budget.

8. Evaluation and recommendation to the Board of Education for promotion and retention of professional staff personnel.

9. Chairmanship of administrator-teacher committee.

10. Supervision of non-professional staff personnel.

BOARD AND STAFF ASSISTANCE

1. Helping the Board to determine the educational needs of the community.
2. Plant planning and construction.
3. Preparation of special reports and bulletins for general distribution.
4. Planning and coordination of public relations program.
5. Developing procedures for reporting pupil progress to parents.
6. Inspection of buildings and grounds.
7. Counseling professional personnel.
8. Preparation of announcements for teachers.
9. Determining specifications for supplies and equipment.
10. Preparation of information to be disseminated by public communication media.
11. Revision of curriculum and selection of curriculum materials.
12. Supervision of professional staff members.
13. Direction of in-service program for teachers.
14. Working with PTA and other lay groups.
15. Induction and orientation of professional staff personnel.

SHARED RESPONSIBILITY

1. Induction and orientation of non-professional staff personnel.
2. Direction of program for use of school facilities by non-school groups.
3. Individual conferences with parents and other lay citizens.
4. Direction of program of bus maintenance and operation.
5. Inventorying of supplies and equipment.
6. Direction of program of plant maintenance.
7. Purchasing of supplies and equipment.
8. Direction of health and safety program.
9. Scheduling professional staff personnel.
10. Interviewing school supply salesmen.
11. Responsibility for operation of individual buildings.
12. Evaluation of non-professional staff personnel.
13. Direction of program for exceptional children.
14. Scheduling of non-professional personnel.

ASSIGNED RESPONSIBILITY

1. Direction of school lunch program.
2. Control of pupil behavior.
3. Arranging for substitute teachers.
4. Administering summer recreation program.
5. Coordinating audio-visual activities.
6. Direction of adult education program.
7. Helping teachers in planning effective remedial instruction.
8. Direction of follow-up of graduates and drop-outs.

9. Plans for orientation of new students.
10. Administration of competitive athletic program.
11. Assisting teachers in diagnosing the learning difficulties of pupils.
12. Direction of guidance program.

As stated above, the functions of the superintendent did not fall into the traditional classifications: instruction, finance, etc. Rather, the functions in management include fund management, council leadership, and reporting to the Department of Public Instruction. With but one exception, all the functions shown in Table V were performed by the superintendent in over fifty per cent of the cases. The paragraphs which follow explain further the functions in terms of percentages of those reporting to the individual item.

TABLE V

FUNCTIONS FOR WHICH TOTAL SUPERINTENDENTS SAMPLE

INDICATE GREATEST DEGREE OF SOLE

RESPONSIBILITY

FUNCTION (Management)	Groups by Number of Teachers Employed														
	I n=25 26-50			II n=20 51-100			III n=15 101-200			IV n=13 201-400			V n=12 401 and over		
	A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
1. Control of the budget.	23	2	0	16	4	0	5	2	8	2	11	0	0	10	2
2. Leadership of the Administrative Council.	14	4	0	14	2	0	10	2	1	9	4	0	6	4	1
3. Maintaining staff personnel records.	19	6	0	12	5	1	8	4	2	2	5	6	2	0	10
4. Debt service management.	25	0	0	19	1	0	11	2	2	3	6	4	1	6	4
5. Preparation of the Department of Public Instruction reports.	17	8	0	17	3	0	8	7	0	0	6	6	0	6	6
6. Administration of the payroll.	23	1	1	16	3	1	7	5	2	0	2	10	0	1	11
7. Recommendation to the Board for employment of non-professional staff personnel.	21	4	0	8	10	1	7	4	4	2	8	3	3	5	4

TABLE V (Continued)

Key:	FUNCTION (Management)	Groups by Number of Teachers Employed														
		I, n=25 26-50			II, n=20 51-100			III, n=15 101-200			IV, n=13 201-400			V, n=12 401 and over		
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
8.	Determining specifications of administrative positions.	18	4	0	15	5	0	8	7	0	3	7	0	3	9	0
9.	Writing job specifications for administrative and supervisory positions.	16	5	0	14	4	0	7	8	0	5	7	0	2	8	2

MANAGEMENT

Control of the Budget

Slightly over fifty-four per cent of the superintendents report that they assume complete control of the budget in their districts. When added to those who share this function, the percentage is over eighty-eight per cent. The superintendents in Group I (twenty-six to fifty teachers) which represented twenty-five districts stated that all but two held sole responsibility and not one of them assigned this task to another staff member. Two of the respondents in Group IV (201 to 400 teachers) indicate that they neither share nor assign this function.

The superintendents in Group V (four hundred or more teachers) reported that ten of them share this responsibility and two of them assign it to members of the central staff. It is not possible to determine the amount of time the superintendent spends on this function, but less than twelve per cent of them are involved in either budget making and administration or both.

Staff Personnel Records

The responsibility for maintaining teachers' credentials and personal folders was about evenly divided between those superintendents who do it alone and those who share or assign it. Two superintendents in Group V (four hundred or more teachers) report that they perform this function alone. Contrasted to this, six of the Group I superintendents share this function with other administrators or clerical employees.

A comparison of the number of districts in Group II and III with the number of respondents shows that three districts failed to indicate who performed this function. It is difficult to understand how any district can operate without maintaining records for its teachers. Again, the superintendents in the larger districts tend to assign this function.

Debt Management

All of the superintendents in Group I report that they assume full responsibility for this function. Even though this group and Group II help bring the "alone" percentage to seventy-one, three superintendents in Group IV and one in Group V (four hundred and over teachers) report that they assume sole responsibility for this activity.

Many districts with over one hundred teachers employ a business manager. Even with this specialized help available, eleven superintendents in this group said they did not share or assign this task with others. As in the case of budget control, only approximately eleven per cent of the superintendents indicate specific assignment of this function.

State Department Reports

Exactly one-half of the superintendents report that they personally prepare all reports for the Department of Public Instruction. Although this means that one-half of them share or assign this function, the superintendents in Groups I, II, and III never assign the work, and the superintendents in Groups IV and V never perform the function alone.

The main report to the State is the Annual Financial and Statistical Report. All of the districts are required to submit this report according to the School Code. The fact that the smaller districts indicate some sharing and assigning implies that other special reports may be given to other administrators for completion. All of the districts reported on this function.

Payroll Administration

Fifty-five per cent of the superintendents reported that they performed this function alone. Only two of the twenty-five superintendents in Group I indicated that clerical help was involved in this work. It does not seem possible that they actually wrote checks themselves. Sixteen of the respondents in Group II did the work alone, three shared it with the business manager, and one assigned it to a clerk.

A large majority of the larger districts assigned this function to another member of the central staff, usually the business manager. This function, however, was placed in this classification because seventy per cent of the superintendents reported that they were directly involved or shared a portion of this work.

Recommendation of Non-professional Personnel

This function was the only function in this classification that did not exceed fifty per cent in the "alone" column. It did, however, represent eighty-six per cent of the responses when added to the "share" number. It is also a function for which superintendents from all the groups indicated sole responsibility. Three out of twelve superintendents in Group V said they did this alone.

Since this function did not combine selection or evaluation with recommendation, some of the superintendents may be guided by other members of the central staff and only become involved in the actual action taken at board meetings. In addition, some of the respondents indicated that building principals shared this function. Some of the superintendents showed that several persons were assigned this function. This duplicity may be caused by the various classifications: clerks, bus drivers and custodians.

Determining Administrative Specifications

Sixty per cent of the superintendents said they performed this function alone. None of them assigned this work to others. Forty per cent shared this responsibility with other administrators; none of them involved teachers. The building principal was involved in a few of the districts. In all of the other districts, the administrators who helped were members of the central staff.

Specifications of a position usually outline the tasks to be performed, to whom the individual is responsible and aid others who seek help. Since specifications tend to determine the activities of the individual, the structure of the organization is affected by what they include. The high degree of involvement of the superintendent in this function will determine in a significant fashion the type of organization in the district.

Writing Job Specifications

This function is closely related to the function reported above. The one asked who determined the specifications, and the other who wrote the specifications. In Group I, four superintendents shared in the determination, but five shared the writing. The difference in

Groups II, III, and V were not too different, but in Group IV only three superintendents determined the specifications alone whereas five wrote them alone.

Out of the twelve respondents in Group V, two superintendents assigned the writing but did not assign the task of determining what they should include. The total percentage, however, showed little difference; the total of the "alone" and "share" columns was ninety-seven per cent.

Administrative Council Leadership

Only two superintendents, one in Group III and one in Group V, reported that the leadership or chairmanship of the administrators was assigned to another member of the central staff. It is to be expected that the superintendent would head this internal organization. The percentage of ninety-seven therefore does not appear excessive.

All the districts with one hundred or more teachers report the existence of an administrators' council or committee. The two smaller groups show that approximately one-third of the districts do not have such a council.

POLICY FUNCTIONS

This classification includes functions in which the superintendent indicated that he assumed a major degree of responsibility. The chief difference between this classification and management is that the percentage of performing "alone" is lower and the "sharing" percentage ranged from fourteen per cent to eighty-one per cent. The reason for considering these functions as a major part of the superintendent's work is that the degree of sharing cannot be stated explicitly. In addition, all but one of the functions were shared by members of the central office staff.

Policy Formulation and Revision

Only one superintendent assigned this function to another member of his staff. Forty-two per cent of them reported that they performed the task alone. In analyzing the fifty-seven per cent who stated that they shared this responsibility, it was noted that only three districts called on persons other than administrators.

The high percentage of responses to this item implied that all but one district employed a formal means for Board adoption of policy. It should, however, not be construed to mean that all the districts have an up-to-date written policy. It could reflect merely the approval of the Board by a minute in the secretary's record. Reference to Table VI shows that even in the smallest districts the superintendent shares this function.

Administering Insurance Program

Superintendents from all the three lower groups reported that they are greatly involved in overseeing the various insurance programs for the district. In the several districts where the function is assigned, the question apparently was interpreted to apply only to student accident insurance. In these cases, the task was assigned to the building principal.

Both the larger groups (two hundred and over teachers) reported that they completely assign this function to the business office. In spite of this great difference between districts, fifty-one per cent of the superintendents perform this function alone.

TABLE VI

FUNCTIONS FOR WHICH TOTAL SUPERINTENDENTS SAMPLE

INDICATE MAJOR DEGREE OF SOLE

RESPONSIBILITY

FUNCTION	Groups by Number of Teachers Employed														
	I n=25			II n=20			III n=15			IV n=13			V n=12		
	26-50			51-100			101-200			201-400			401 and over		
	A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
1. Making recommendations to Board for policy formulation and revision.	5	20	0	10	9	0	8	5	1	9	4	0	3	9	0
2. Administering insurance program.	22	1	1	14	4	1	4	6	2	0	0	12	0	0	12
3. Making recommendations to Board for the construction and administration of salary schedules.	11	13	1	7	12	1	5	8	1	8	4	1	6	6	0
4. Supervising and auditing internal accounts.	15	8	2	9	7	3	4	7	4	0	2	11	0	2	10
5. Initiating contacts with business and industry.	12	11	0	6	12	0	6	4	3	2	7	3	3	4	3
6. Selection and recommendation to Board for employment of professional staff.	8	17	0	2	17	1	3	11	1	0	11	2	1	8	3

TABLE VI (Continued)

Key: A - Alone B - Share C - Assign (Policy Functions)		Groups by Number of Teachers Employed														
		I n=25 26-50					II n=20 51-100					III n=15 101-200				
		IV n=13 201-400					V n=12 401 and over									
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
7.	Induction and orientation of professional staff personnel.	3	22	0	1	19	0	2	11	2	1	9	3	0	0	11
8.	Evaluation and recommendation to Board for promotion and retention of professional staff personnel.	3	20	1	1	19	0	4	9	1	2	10	1	2	9	1
9.	Chairmanship of administrator-teacher committee.	5	4	5	3	8	2	1	3	4	2	3	5	2	2	4
10.	Supervision of non-professional staff personnel.	11	12	1	3	12	5	0	7	8	0	1	10	0	1	10

Salary Schedule Construction

The feature to be noted on the table for this function is that there is little difference in the manner in which the superintendent is involved according to the size of the district. Approximately one-half of the Group I superintendents reported that they perform the function alone, and exactly one-half of the superintendents in Group V checked the "alone" column.

It should also be noted that only seven districts from the entire sample involve personnel outside the administrative group. The exceptions to this pattern include one district in Group I which involved the community and one which assigned the task to the Michigan Education Association. The districts that did involve teachers were reported in Group II and III.

Internal Accounts

This function refers to the monies received and disbursed by the organizations within the district. The various student groups are allowed to raise money for certain goals. One-third of the superintendents reported that they supervised and audited these accounts. Four of the larger district superintendents said they perform this function alone. In the cases where the function is shared or assigned, the task is handled by the high school principal, the business office, or clerical employees. The total of the "alone" and "share" nevertheless account for sixty-four per cent of the superintendents reporting (all districts responded).

Contacts with Business and Industry

All the groups had two or more superintendents who reported that they initiated all contacts with business concerns within the district. Of the eighty-eight per cent of the superintendents who performed the task alone or shared it, fifty per cent shared it with central office administrators or building principals. In a few of the larger districts, the function was assigned to the head of the guidance department.

It is traditional to hold special education-industry day affairs in many districts. Since these programs are often devoted to vocational guidance for high school students, the sharing and assigning to the high school principal is natural. This position was reported in most cases where the superintendent did not assume full responsibility.

Recommendation of Professional Staff

The Michigan School Code requires the superintendent to recommend in writing all teachers for employment. Had this function only asked who recommended, all the replies should have been in the "alone" column. Since it also said "selection," it allowed the superintendent to indicate other members of the staff who might be involved. With this additional factor, 17 per cent reported that they alone select and recommend. The high percentage of sharing (seventy-five per cent) accounted for the fact that the superintendent could involve others and still make the formal recommendation.

The pattern is consistent for all the districts relative to the persons the function was shared with. All districts showed that the building principals helped by screening or in some manner contributing to the decision of the superintendent. In nineteen per cent of the districts, one person on the central staff was assigned the function.

In Group V, this person was the assistant superintendent in charge of instruction.

Determination of Financial Needs

This function combined two aspects of the financial support of the district. It asked both who determined the need and who constructed the budget. This intentional grouping was done in order to determine to what extent the superintendent was involved with both of them. The actual construction may be a clerical task, but the priority of needs requires judgment. In spite of the inclusion of these two facets of this function, nineteen of the twenty-four superintendents in Group I perform this function alone. Five of these districts share it with other members, mostly principals.

One district in Group IV, with almost four hundred teachers, reported the superintendent performing this function alone. The total tabulation showed forty-one per cent of the superintendents in this role; fifty-five per cent shared the task and only four per cent assigned it to others.

Promotion and Retention of Staff

This function (number eight) in the policy functions classification is similar to number six in that the superintendent is legally responsible to the Board for the retention of professional staff members. The added factor of "evaluation" caused the respondents to indicate which other members of the organization are involved in the process of determining whether or not the teacher should be honored with another contract. In state tenure districts, this activity only applies during

the probationary period. This additional factor did not eliminate the "alone" selections. Two superintendents in both Group IV and V fell in this category.

Twenty out of the twenty-five superintendents in Group I shared this function; nineteen of the twenty in Group II also shared this function with the principals. The five per cent who reported that they assigned this function to others cannot actually do so according to law.

Administrator-Teacher Committee

The chairmanship of the administrator-teacher committee function was included to determine both the existence of such a committee and the leader of the group in districts that report one. Fifty-three of the superintendents in the sample report that a committee made up of central office members and classroom teachers exist in their districts. Of this number, twenty-four per cent report that they chair this committee. The "share" and "assign" percentages are both thirty-eight. The questionnaire did not ask how often the group met, but of these latter groups, the chairmanship was shared or assigned only to other central office administrators and principals. That is, not one district indicated that a classroom teacher ever held the chairmanship.

Supervision of Non-professional Personnel

The district personnel in this classification could include custodians, bus drivers, clerks, and cafeteria help. The superintendents in fifty-eight per cent of the districts report that they take part in this function. The remaining forty-two per cent said they

assign it to the building head, assistant in business, or to a supervisor in the special area. The seventeen per cent who report they perform the function alone is higher than the percentage who evaluate and recommend teachers (function eight in policy functions).

BOARD AND STAFF ASSISTANCE

The functions in this classification represented those activities which the superintendent shared most frequently with others. The range reported percentage-wise was from sixty to ninety-two per cent "share." The "alone" and "assign" ranged from zero to two per cent respectively. Again, this classification ran the gammut in terms of types of functions. They included items which the superintendent shared with the Board, staff, and community. Table VII includes fifteen functions.

TABLE VII

FUNCTIONS FOR WHICH TOTAL SUPERINTENDENTS SAMPLE

INDICATE MAJOR DEGREE OF SHARED

RESPONSIBILITY

Key: A - Alone B - Share C - Assign	FUNCTION (Board and Staff Assistance)	Groups by Number of Teachers Employed														
		I n=25 26-50			II n=20 51-100			III n=15 101-200			IV n=13 201-400			V n=12 401 and over		
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
1.	Helping the Board to determine the educational needs of the community.	1	23	0	1	18	0	3	11	0	2	11	0	1	10	0
2.	Plant planning and construction.	3	21	0	2	16	0	4	10	1	0	13	0	0	11	1
3.	Preparation of special reports and bulletins for general distribution.	8	16	0	4	14	0	2	12	0	1	10	2	1	7	2
4.	Planning and coordination of public relations programs.	5	20	0	3	16	0	2	12	1	1	11	0	3	6	1
5.	Developing procedures for reporting pupil progress to parents.	0	20	5	0	14	6	0	11	3	0	6	7	0	7	5
6.	Counseling professional personnel.	5	19	1	4	15	1	3	12	0	3	10	0	1	10	1
7.	Inspection of buildings and grounds.	4	19	1	1	14	5	0	14	1	0	2	11	0	1	11
8.	Preparation of announcements for teachers.	2	17	4	3	15	1	2	12	1	3	8	2	2	7	2

TABLE VII (Continued)

Key:	FUNCTION (Board and Staff Assistance)	Groups by Number of Teachers Employed														
		I n=25			II n=20			III n=15			IV n=13			V n=12		
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
9.	Determining specifications for supplies and equipment.	7	16	1	0	16	3	0	11	4	0	4	7	0	2	9
10.	Preparation of information to be disseminated by public communication media.	8	16	0	4	14	0	4	10	1	2	9	1	2	6	3
11.	Revision of curriculum and selection of curriculum.	0	24	0	0	19	1	0	12	2	0	10	3	0	11	1
12.	Supervision of professional staff.	2	23	0	0	13	7	1	12	2	0	10	3	0	10	2
13.	Direction of in-service program.	3	21	1	3	14	3	2	9	3	0	8	5	0	6	5
14.	Working with PTA and other lay groups.	1	21	2	0	18	2	0	10	4	0	7	6	0	10	0
15.	Induction and orientation of professional staff personnel.	19	5	0	11	9	0	3	10	1	1	12	0	0	10	2

Determination of Educational Needs

The full title of this function "helping the Board to determine the educational needs of the community" was included to determine to what extent the superintendent involved the total school population. Although no district assigned this task to any one person, there is no evidence that persons outside the administrative staff were requested to participate. Ten per cent of the superintendents reported that they helped the Board along. The remaining ninety per cent who shared the function called mainly on the principals. It must therefore be assumed that these people were in a position to know the needs.

Plant Planning and Construction

Eight districts reported that the entire staff was involved in plant planning. All but Group V was represented by these eight districts. Although two districts assigned this function to specialists, eleven per cent of the superintendents did not have anyone help them. The remaining eighty-seven per cent of the districts used the principals in most cases. The citizens committees in many districts, formed to determine the building needs of the community, apparently do not become directly involved in plant planning according to the response from the superintendents.

Special Reports and Bulletins

Most superintendents in all size districts find it necessary to use written communications to make requests or inform the staff of matters which concern them directly. Some of these reports and bulletins are prepared on a regular basis throughout the school year. Twenty per

cent of the districts reported that the superintendent assumed full responsibility for this function. The high percentage (seventy-five per cent) of sharing may be accounted for by the fact that many districts' bulletins include items submitted by building principals.

One superintendent in both Group IV and V performs this function alone. When shared, the task is completed by a member of the central staff, usually the assistant superintendent in charge of instruction.

Public Relations Program

The questionnaire asked who was responsible for the planning and coordination of the public relations program. Planning and coordination implies a more formal type activity. Yet all but four of the respondents replied to this item; all the districts in Group I did so. The question did not separate the districts which have a special person responsible as expected.

Seventeen per cent of the superintendents said they alone handle this function; at least one in each group reported in this manner. The bulk of the superintendents (eighty per cent) shared this function with others. One district assigned it to the adult education director and another to a specialist.

Reporting Pupil Progress

This function was one of the two functions in this classification that the superintendent either shared or assigned completely. The task of developing procedures for reporting pupil progress to parents was shared in sixty-nine per cent of the cases. Although thirty-one per cent of the superintendents reported that the function was assigned,

the pattern for sharing and assigning included the same persons, namely the building principals. Among other persons reported taking part were the guidance counselor and curriculum coordinator. No district reported the inclusion of parents or teachers.

Counseling Professional Personnel

Every district reporting had at least one superintendent who counseled the teachers alone, even Group V with four hundred and more teachers. One district in this Group also showed five different persons taking part. In only three per cent of the districts was this function completely assigned. One large district showed this to be the function of the personnel director on the central staff.

Seventy-eight per cent reported that they shared this work with the building principals. Since the stated function did not specify the type of counseling, the initial contact may generally be made at the building level with the superintendent called in only where no satisfactory solution was possible.

Inspection of Buildings

Four superintendents in Group I and one in Group II accounted for the six per cent who indicated that they perform this function alone. As stated, the function could have been interpreted to include both the role of supervision of the operation and maintenance staff and the periodic inspection for checking on repairs or refurbishing. Almost all the districts, ninety-four per cent, indicated the presence

of a maintenance head who was assigned this function in thirty-four per cent of the cases. The three smaller districts accounted for most of the sixty per cent who shared this responsibility. The assignment made to the business assistant in the larger districts could still involve a maintenance head of the district.

Announcements for Teachers

Almost an equal number of superintendents from all size districts reported this function as their sole responsibility. A pattern was also present among the seventy-three per cent who shared this task with others in all size districts. Of the twelve per cent who assigned the preparation of announcements for teachers, at least one superintendent in each group was represented.

There was almost the same distribution of this function as in the function which referred to the preparation of reports and bulletins for general distribution. In addition, the same persons participated; the principals, central office staff, or specialists.

Specifications for Supplies

Group III was the only group which all respondents answered. This fact implies that not all the districts draw up specifications for supplies and equipment. Even one district with over five hundred teachers failed to respond to this function. The function was placed in this classification because a majority of superintendents shared (sixty-one per cent) this task; when added to those who assigned it, the percentage was ninety-one.

Information for Public Communication Media

A total of twenty superintendents reported they carried the responsibility for preparing material to be used by the newspapers, radio, and television station in their community. All the groups included at least two superintendents in this classification. Of the six per cent who said this function was assigned, three of the districts were in Group V which employed special public relations directors. The remaining sixty-nine per cent showed that the function was shared, mostly with principals, but also with assistants in the business and instruction areas and athletic directors.

Revision of Curriculum

This function represented the highest percentage (ninety-two per cent) of sharing in this classification. Not one superintendent assumed the responsibility of revising the curriculum or selecting curriculum materials alone. The six districts that indicated that the function was assigned only accounted for eight per cent of the total. The actual number of persons with whom this function was shared was relatively small. Most districts involved only the building principals; others a small number of central staff personnel.

While the concern of this function would appear to be system-wide, no superintendent reported the involvement of teachers. This fact does not deny the existence of curriculum committees in many of the districts in the sample. Neither does it eliminate the membership of teachers on these committees. Rather, it implies that the superintendent indicated the extent of his role in sharing or assigning the responsibility.

Supervision of Professional Staff

Only three superintendents indicated that they assumed sole responsibility for this function. Of the ninety-six per cent who considered this a building responsibility, eighty per cent shared some in the function and sixteen per cent made direct assignments. Some of the larger districts which have central office staff assigned to the area of instruction indicated that this person shared supervision with the principal. The pattern shown by the responses was consistent with responses dealing with selection and evaluation of professional personnel.

Direction of In-Service Program

The superintendent's role in this function is similar to the one above. He shared this responsibility in ten per cent less (seventy per cent) cases, but the sharing involved the same personnel in the buildings, namely the principals. Although ten per cent of them performed the task alone, these superintendents are all represented in the first three groups.

The response to this function pointed out the fact that almost all the districts have some type of in-service program. Only one district did not check the item. The statement of the function allowed considerable latitude in what could be classified as in-service training.

Working with Parents

The statement of this function specified the Parent-Teacher Association and other lay groups. The pattern which emerged was that ninety per cent of the superintendents shared or assigned this function

to others on the staff. Several districts indicated that the entire faculty was involved. Eighteen per cent of the above total made direct assignments or expected that the building principal would take an active part in establishing a parent group or cooperate with the existing organization. It should be noted that all the superintendents in Group V (four hundred and more teachers) kept in contact with school support groups in that ten of the twelve shared in the function; none assigned it.

Orientation of Professional Staff

The superintendents in Group I and II performed this function alone more than they shared or assigned it. The opposite is true for the remaining groups. This accounts for the high percentage of "alone" choices. The fifty-five per cent who indicated that this activity was shared implied by this choice that they were directly involved because the statement did not say "administer" or give "direction."

The forms of induction and orientation are different in many districts. Regardless of these differences, the function was shared in the majority of the districts with the high school principal. Only four per cent said that the principal carried out the function alone.

SHARED RESPONSIBILITY

The functions included in this classification were those in which the superintendent expressed the fact that he assigned or shared a higher percentage of the function to others. The range in the "alone" column in Table VIII is from one per cent to twenty-four per cent. This high for the "shared" column is seventy-six per cent and the low for the "assigned" column is twenty-three per cent. It is apparent, therefore, that with seventy-five per cent shared or assigned functions in this classification that it represents much less involvement on the part of the superintendent.

A quick study of the table by the reader will show that not one of the superintendents in Group IV performed the function alone; that only two did so in Group V. This observation further justifies the inclusion of these functions in this classification.

Orientation of Non-professional Personnel

Fifty-one per cent of the respondents stated that this function is shared with others. The building principals were represented in every group, but the positions listed in most instances were the cafeteria manager, maintenance head, and transportation supervisor. A similar pattern existed where the function was assigned. Ten superintendents in Group I accounted for the remaining fourteen per cent in the "alone" column.

TABLE VIII

FUNCTIONS FOR WHICH TOTAL SUPERINTENDENTS SAMPLE

INDICATE MAJOR DEGREE OF SHARED

OR ASSIGNED RESPONSIBILITY

Key:	FUNCTION (Shared Responsibility)	Groups by Number of Teachers Employed														
		I n=25			II n=20			III n=15			IV n=13			V n=12		
		26-50			51-100			101-200			201-400			401 and over		
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
1. Induction and orientation of non-professional staff personnel.		10	11	4	2	16	2	0	10	5	0	3	10	0	3	9
2. Direction of program for use of school facilities by non-school groups.		10	14	0	2	12	6	2	5	8	0	4	9	0	4	8
3. Individual conferences with parents and other lay citizens.		0	23	2	0	13	6	0	9	4	0	10	3	1	5	3
4. Direction of program of bus maintenance and operation.		3	16	5	0	8	11	1	3	8	0	0	12	0	1	10
5. Inventorying supplies and equipment.		3	11	7	1	13	5	0	8	6	0	0	13	0	0	12
6. Direction of program of plant maintenance.		6	16	1	3	13	4	2	8	4	0	2	11	0	1	11
7. Purchasing of supplies and equipment.		15	8	2	6	12	2	4	7	4	0	4	9	0	0	11
8. Direction of health and safety program.		0	15	7	1	10	8	0	6	8	0	7	6	0	2	9

TABLE VIII (Continued)

Key:	FUNCTION (Shared Responsibility)	Groups by Number of Teachers Employed														
		I n=25 26-50			II n=20 51-100			III n=15 101-200			IV n=13 201-400			V n=12 401 and over		
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
9.	Scheduling professional staff personnel.	2	13	9	1	9	9	2	10	3	0	9	4	1	4	6
10.	Interviewing school supply salesmen.	13	11	1	6	10	3	0	7	6	0	3	9	0	0	12
11.	Responsibility for operation of individual buildings.	2	15	7	1	6	13	0	5	10	0	2	11	0	0	12
12.	Evaluation of non-professional staff personnel.	12	12	0	2	12	5	2	8	5	0	2	10	0	2	9
13.	Direction of program for exceptional children.	4	6	6	0	8	10	1	10	3	0	5	6	0	4	6
14.	Scheduling non-professional staff personnel.	13	10	2	3	10	7	2	8	4	0	1	12	0	0	11

Use of School Facilities

Many boards of education have written policies for the use of school facilities by non-school groups. The sixteen per cent of the superintendents who reported that they performed this function alone may become involved in cases where the policy does not cover a peculiar situation. Of the forty-seven per cent who share in this function, the superintendent may be required to approve the action according to the policy. The districts which indicated that the function was assigned showed that of the thirty-seven per cent involved, several used clerical help. This fact implies that rules and regulations established guide this employee in answering the request and completing the task.

Individual Parent Conferences

The purpose of including this function was to determine the extent to which superintendents have contact with persons outside the school. The function did not specify the content of the conference. The results show few parents and other lay citizens have access to the superintendent's office or do not wish to take advantage of his personal attention. The total sharing and assigning was equal to ~~ninety-nine~~ per cent. The percentage breakdown is comparable to the function in Board and Staff Assistance which dealt with working with the Parent-Teacher Association. The twenty-three per cent who assigned completely spread the task among the principals, department heads, and guidance counselor.

Bus Maintenance and Operation

Three superintendents in Group I reported that they gave direction to the program of transportation alone. Thirty-six per cent said that the function was shared; fifty-nine per cent assigned this task. Combining the maintenance head and transportation supervisor positions accounted for almost all the sharing and assigning responses. In several cases these people shared the work and some of them were directed by the business assistant.

Supply and Equipment Inventory

The responses to this function showed a tremendous difference between districts. It also exceeded the average number of different positions involved. In fact, several districts said that the whole staff was included. Regardless of the high number of persons assigned (fifty-five per cent), forty per cent of the superintendents shared this function. One superintendent in Group II (fifty-one to one hundred teachers) indicated he did it alone.

Program of Plant Maintenance

The size of the district showed its effect in the manner in which the superintendent was involved. Twenty-five per cent of the Group I superintendents reported that they alone gave direction to the plant maintenance program. In all, thirteen per cent of the respondents checked the "alone" column. Group V superintendents assigned a majority of the function to the heads of maintenance or to the business assistant; thirty-eight per cent of the total checked this column. Almost half (forty-nine per cent) reported that they shared in one way or another with the persons assigned this task.

The actual assignment by districts showed that the maintenance person is in a line relationship with the superintendent and as the district increased in size, the business assistant directed the activities of the maintenance head.

Purchase of Supplies and Equipment

The pattern established by this function divided the five groups into two distinct methods of operation. The Groups I, II, and III showed that as many as eight different persons were involved whether the function was shared or assigned. The larger districts reported no superintendents involved and only the business manager checked in a majority of the districts.

Several of the medium-sized districts that reported five or more persons involved may have divided the types of supplies into categories since the principals and maintenance heads were checked as sharing the function. Thirty-seven per cent checked the sharing column and thirty-three per cent the assigning column or a total of seventy per cent of the respondents were not directly concerned with this function.

Health and Safety Program

Only one superintendent of those reporting indicated that he performed this function alone. Of the remaining ninety-nine per cent, fifty-one per cent shared and forty-eight per cent assigned the function to others. The high per cent of sharing implies that many superintendents consider it important among the functions in the classification. The pattern among the districts was consistent.

Superintendents in the two larger districts shared this function with either the building principals or a specially designated staff member.

Scheduling Professional Personnel

At least one superintendent in each group except Group IV stated that he scheduled the members of the professional staff. Although this number only accounts for eight per cent of the respondents, added to the fifty-five per cent who indicated sharing, it showed this function to be important. Thirty-seven per cent said they completely assigned this function.

The over-all pattern shaped by these responses was that in all groups the principals were checked in a majority of the cases and that it was with these positions that the superintendent divided the work of this function. This pattern was more apparent than in any other function in this classification.

Interviewing School Supply Salesmen

None of the superintendents in the three larger groups said they interviewed school supply salesmen; those in Group V did not even share this function. Two-thirds of them assigned this work to the business assistant. Both the sharing and assigning numbers accounted for thirty-eight per cent of the respondents. The higher degree of involvement in the smaller districts caused the "alone" column to be checked in twenty-four per cent of the cases. Some of the districts from all the groups showed four or more different persons to whom this function is assigned. This may be accounted for by the fact that the function did not differentiate between types of supplies.

Building Responsibility

Three superintendents, or four per cent of the respondents, reported that they alone assumed the responsibility for the operation of the district's buildings. An additional thirty-three per cent said that they share in this responsibility. Most of them share it with the principal of the building and in some cases the head custodian was also listed. The building principal was also indicated in the sixty-three per cent of the districts where the function was assigned by the superintendent. Therefore, over one-third of the teachers in the districts first reported must look to more than one person for help in matters relative to the physical facilities of the classroom. In several cases, these persons include the superintendent, principal and custodian.

Evaluation of Non-professional Staff

As stated elsewhere, the staff included in this function were clerks, cafeteria workers, bus drivers, and operational and maintenance employees. This accounted for the multiplicity of positions indicated on the questionnaire. In the larger districts, heads of these classifications shared this function with forty-four per cent of the superintendents. The medium and larger sized districts together showed the function assigned in thirty-six per cent of the cases. Districts in Groups I and II account for most of the "alone" selection; the number made up twenty per cent of the total.

Exceptional Children Program

Programs for exceptional children include both the above and below average students in a school district. The response to this function indicated that some of the superintendents considered special programs for both types of students. Four superintendents in Group I and one in Group III said that they give personal direction to the program. Almost one-half (forty-eight per cent) indicated that they share directing the program while forty-five per cent assigned it to the building principals or other specialists from the central office. A variety of titles was used for these specialists. One district employed a psychologist.

Scheduling Non-professional Staff

This classification includes several functions which are directly related to the non-professional staff in the school district. They are: induction and orientation, evaluation, and scheduling. Although the three functions are related, the percentages reported by the five groups vary. The pattern which was established was within a given group. That is, none of the superintendents in Group V perform these functions alone. However, the Group I superintendents checked the "alone" column ten, twelve, and thirteen times for the functions mentioned above.

The totals for this function are twenty-one per cent alone, thirty-five per cent share, and forty-five per cent assign.

ASSIGNED RESPONSIBILITY

The functions included in Assigned Responsibility were those in which the superintendent was least involved. Twenty per cent of the sixty functions on the questionnaire were assigned directly to other members of the staff. Seven of the functions did not receive one check in the "alone" column and the highest percentage of the remaining five was fifteen per cent. This observation of Table IX means that all the functions were shared or assigned in eighty-five per cent of the cases.

A reading of the functions will show immediately that compared with the first two classifications this list does not include activities in the general area of finance and buildings. Rather, it includes some functions directly related to the instructional program.

Direction of School Lunch Program

Three superintendents in Group I reported that they performed this function alone. The remaining respondents (nineteen) in this group and all the other superintendents said that they either shared (thirty-four per cent) or assigned (sixty-three per cent) this function.

Only three districts in the smallest group failed to answer to this function. It must be assumed that all the children in these districts eat at home, or that no lunchroom is operated by the district. A majority of the districts employ a cafeteria manager according to the respondents. Many of the larger districts reported this function to be a dual responsibility of the business assistant and cafeteria manager. Some principals in all districts are involved.

TABLE IX

FUNCTIONS FOR WHICH TOTAL SUPERINTENDENTS SAMPLE

INDICATE GREATEST DEGREE OF ASSIGNED

RESPONSIBILITY

FUNCTION (Assigned Responsibility)	Groups by Number of Teachers Employed														
	I n=25			II n=20			III n=15			IV n=13			V n=12		
	26-50			51-100			101-200			201-400			401 and over		
	A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
1. Direction of school lunch program.	3	11	8	0	6	12	0	7	8	0	1	12	0	2	10
2. Control of pupil behavior.	0	11	13	0	5	14	0	4	11	0	1	12	0	2	10
3. Arranging for substitute teachers.	1	9	13	2	4	14	3	6	6	0	1	12	0	2	10
4. Administering summer recreation program.	4	1	5	2	5	5	1	2	9	0	0	6	0	2	5
5. Coordinating audio-visual activities.	0	11	11	0	7	11	0	8	6	0	3	10	0	0	11
6. Direction of adult education program.	2	3	4	2	3	10	0	4	7	0	3	8	0	2	10
7. Helping teachers in planning effective remedial instruction.	0	16	8	1	8	11	0	7	6	0	5	8	0	2	10
8. Direction of follow-up of graduates and drop-outs.	0	8	16	0	3	17	0	6	9	0	2	11	0	1	11

Key:

A - Alone

B - Share

C - Assign

FUNCTION

(Assigned

Responsibility)

TABLE IX (Continued)

Key:	FUNCTION (Assigned Responsibility)	Groups by Number of Teachers Employed														
		I n=25			II n=20			III n=15			IV n=13			V n=12		
		26-50			51-100			101-200			201-400			401 and over		
		A	B	C	A	B	C	A	B	C	A	B	C	A	B	C
9.	Plans for orientation of new students.	0	13	12	0	4	16	0	5	10	0	3	10	0	1	11
10.	Administration of competitive athletic program.	0	8	15	0	2	18	0	3	12	0	4	9	0	1	11
11.	Assisting teachers in diagnosing the learning difficulties of pupils.	15	8	8	0	5	15	0	8	7	0	5	8	0	2	9
12.	Direction of guidance program.	0	11	9	0	4	16	0	7	8	0	5	8	0	2	8

Control of Pupil Behavior

As expected, none of the superintendents performed this function alone. Only two reported that persons other than the building principal or guidance counselor was involved. The widespread practice in terms of the superintendent's role was to assign (seventy-two per cent) the day-to-day department of the students. Representatives from all groups were included in the "share" column. Twenty-eight per cent said that they helped the building principal in one way or another. Control could imply the shaping of regulations as well as actual face-to-face contact in the case of rule infractions.

Substitute Teachers

The statement of this function implies that the substitute teacher has gone through the formal steps of being employed in the district. The question asked of the superintendent was to indicate who takes the necessary action at the time of absence of a regular full-time teacher. Superintendents with as many as two hundred teachers said that they performed this function. The general pattern, however, was to either share (twenty-seven per cent) or assign (sixty-six per cent) this function to the building principal. The next most mentioned person was the instructional assistant. Three of the groups reported this task assigned to clerical help.

Summer Recreation Program

Slightly over half of the respondents indicated that the schools administered a summer recreation program. Some of this reduced number stated that the program was a joint effort with the city. In most of the districts where this function was assigned (sixty-four per cent),

the athletic director was the position mentioned. The superintendents in ten districts or twenty-one per cent of those reporting said they shared in this function. Four superintendents in Group I said they administered the program alone.

Audio-Visual Activities

Thirty-seven per cent of the superintendents indicated that they assume some share in the coordination of this instructional activity. Many of the larger districts release a classroom teacher for this purpose or employ a specialist on a full-time basis. No general pattern exists. Some districts reported that teachers or librarians are assigned this task on a building or system-wide basis. The total response showed that the superintendent completely assigned this responsibility in sixty-three per cent of the cases.

Adult Education Program

Only nine of the twenty-five districts in Group I have an adult education program. This group and Group II account for the seven per cent of the superintendents who said they personally give direction to the program. Fifteen reported that they share this function with special directors or building principals. A majority (sixty-seven per cent) indicated that they assign the work to the above positions.

Remedial Instruction

This function was expected to determine the degree of contact the superintendent has with the classroom teacher in a specific instructional activity. It asked whether he helped teachers in planning effective remedial instruction. One superintendent in Group II reported that he did this alone. Forty-six reported that they shared in this

planning through their principals, instructional assistants, and/or specialists. It cannot be assumed from this reporting that the superintendent and teacher work on the planning directly. Although almost half share in the function, over half (fifty-three per cent) said they assign the task to the persons mentioned above.

Studies on Graduates and Drop-outs

The secondary principal and guidance counselor were mentioned in most of the responses for fulfilling this function. The fact that almost all the superintendents responded to the function implies that these are areas of concern for the districts in this study. Although the superintendent shared this work in twenty-four per cent of the districts, a large majority (seventy-six per cent) expected the studies to be directed by the leader of the high school building.

Orientation of New Students

At least one superintendent in each group is represented in the thirty-one per cent who reported that they share in the plans of orientation of new students. With the sixty-nine per cent who assigned the function, this function approximates the same proportion as above. In addition, the same pattern of involvement was present; the principal and guidance counselor were the important people. This activity differed only in that elementary principals, too, were listed since all kindergarten students and transfer students were considered new to the district questioned.

Administration of Athletic Program

None of the superintendents reported that they performed this function alone. The pattern presented by the returns showed the function shared in twenty-two per cent of the cases with the high school principal and athletic director. The rest of the districts (seventy-eight per cent) assigned the function to the same people. In most cases, the districts with over one hundred teachers showed that the principal and athletic director were involved whether the superintendent shared or assigned the task. Even sixteen of the twenty-eight districts in Group I reported the presence of an athletic director.

Diagnosing Learning Difficulties

Assisting teachers in diagnosing the learning difficulties of pupils is similiar to the function of helping teachers in planning effective remedial instruction reported above. The results were comparable. The pattern of assisting the teachers was again done through building principals and the guidance counselor. Approximately the same number (forty-three per cent) shared in this assistance with fifty-seven per cent reporting that the function was assigned.

Some of the groups reported that as many as five different people assisted. Several listed a central office staff member, principal, and special consultant. Only two superintendents did not check the function.

Direction of Guidance Program

The word "direction" in this phrase affected the results of the tabulation. Although the guidance head may participate and administer the program, thirty-seven per cent of the superintendents shared the direction with the high school principal. In addition, of the sixty-three per cent who assigned this function, a large majority assigned it to the high school principal. Less than fifteen per cent of the superintendents designated the guidance counselor as the person with whom the work is shared or assigned. Several of the larger districts indicated a person in the central office as head of the guidance department. In these cases, the building administrator was not mentioned. The general pattern of this function as a building responsibility is evident.

CHAPTER VIII

PRESENTATION AND ANALYSIS OF DATA

FROM STRUCTURED INTERVIEWS

The purpose of this chapter is to report the findings gathered from the personal interviews of ten superintendents from the original sample. Two superintendents were chosen from each of the groups (size of districts according to number of teachers) for a personal interview concerning the functions which appeared on the questionnaire.

Each superintendent was given sixty three by five cards. Each of these cards listed one function taken directly from the questionnaire. Besides these cards were five additional cards with the following phrases typed on them: (1) assume greatest responsibility; (2) assumes much responsibility; (3) job specifications of subordinate cover this function; (4) assign more than share; and (5) share more than assign. He was then requested to place each of the cards listing a function on one of the cards described above. Table X shows the total number of functions placed in each category by each of the ten superintendents.

The second portion of the interview was undertaken to determine several aspects of the superintendent's activities which have implications for measuring the degree of interaction he has with his staff, board of education, and central office staff members. First, he was asked to indicate the number and composition of any organized groups which meet on a regular basis. Second, he was requested to list the names of the positions which regularly attend board of education meetings, Thirdly, he was questioned about the important problems relative to central administration activities and personnel

TABLE X

TOTAL RESPONSES FROM STRUCTURED INTERVIEWS

ACCORDING TO CATEGORIES OF FUNCTIONS

BY SUPERINTENDENTS IN EACH GROUP

Key: A - Community 1 B - Community 2	CATEGORIES	Groups by Number of Teachers Employed									
		I		II		III		IV		V	
		A	B	A	B	A	B	A	B	A	B
	Assumes greatest responsibility	24	14	22	26	7	15	11	8	4	4
	Assumes much responsibility	8	14	4	13	14	8	8	11	9	10
	Job specifications of subordinate covers this function	15	14	18	2	15	8	30	22	36	43
	Assigns more than shares	7	8	13	16	24	14	10	18	10	2
	Shares more than assigns	4	9	3	0	0	15	1	0	0	0

GROUP I SUPERINTENDENTS

Reference to the table shows that these two superintendents with less than fifty teachers reported a high degree of agreement in three of the five categories. Over half of the functions reported under "job specifications" were common to both listings. The total functions in the first two categories were within two of each other even though superintendent number one showed three times as many functions under "greatest responsibility" as under "much responsibility."

A comparison of the data collected on the questionnaire with the responses of these two superintendents in Group I showed a consistency of answers. The average number of functions performed by all Group I superintendents alone was sixteen. The average number from the structured interview was nineteen.

On further questioning relative to the job specifications, neither superintendent was able to produce written outlines. It is assumed that the title of the position implied the general responsibilities of the particular person. For example, both superintendents included function forty-nine (guidance program direction) in this category on the interview and completely assigned it in their response on the questionnaire. In other words, the function statement came close to describing what the person in this position actually did on a day-to-day basis.

Organizational Activities

Both of these superintendents indicated that they meet on a regular, formal basis with other administrators. One of them meets more often when circumstances demand. Superintendent B has organized a curriculum council which meets semi-regularly; the group may be charged with a particular problem and, after completing its task, is discharged. This district also reported the existence of a teacher committee made up of representatives (three) from each building. These teachers contribute items to the agenda of the principals for their consideration.

Neither of these superintendents indicated that other district employees attended meetings of the board of education. Superintendent B said that at times teachers and administrators do attend; they do so only infrequently. Reports and information prepared by the high school principal, for example, are relayed to the board through the superintendent.

The most important problem of the central office reported by superintendent A was the lack of sufficient money to employ staff assistants and teachers for special areas (visiting teachers, speech correctionists, etc.). Superintendent B said the lack of curriculum development, because of inadequate staff, was the most pertinent problem in his district. Neither of these districts employed staff personnel between the superintendent and the building principals.

GROUP II SUPERINTENDENTS

The two superintendents representing this group are located in two entirely different type areas; one is near the metropolitan Detroit area and the other on the opposite side of the state in a predominately rural area. In spite of these geographic differences, they tend to operate in much the same fashion. They, too, fairly represent the other eighteen superintendents in their group.

Eleven of the functions placed in the category of greatest responsibility by superintendent B appeared on Superintendent A's listing. The total of the first two categories probably tells something about the difference in these individuals. The fact that superintendent B does not have written policies or position specifications accounted for the dearth of functions under job specifications.

The inclusion of job specifications in the district's policy statement at superintendent A's school caused more functions to be placed in this category. Again, as in Group I, some of these functions are partially self-evident in that the position description explains the work (cafeteria and transportation). This superintendent's questionnaire showed most of them in the "share" or "assign" column.

A comparable number of functions (thirteen and sixteen) appeared on both listings under assign more than share. Although only four of them were duplicated, most of the others fall into the area of building responsibility. They included reporting to parents, individual conferences with parents, and direction of health and safety program.

Organizational Activities

Both of these superintendents have formed an administrative council; superintendent A meets twice a month and superintendent B meets weekly. Superintendent A also meets with his custodians monthly. He appoints a curriculum council for the solution of a particular problem or as he stated "as needed," These are the only groups in either district in which the superintendent takes a leadership role.

The assistant superintendent for instruction and all the principals regularly attend the board of education meetings in district A. District B expects all the principals along with the maintenance and transportation supervisors to attend the board's regular and special meetings. Neither superintendent mentioned the attendance of teachers or citizens; neither board room could accomodate more persons than indicated above.

Superintendent A reported that the most important problem in his district was the high turnover on the board of education. In addition to the recent statute which required two new positions, none of the remaining five members had served more than five years. The problem of most concern to superintendent B was inability to convince staff, board, and citizens of the importance of looking at system-wide shortcomings. He stated that in too many instances small and relatively unimportant skirmishes hide and detract from more important long-range issues. He asked the writer if he knew "how to enhance lines of communication" among the various publics. As compared to the former problem, this one has a chance of solution by the efforts of the superintendent.

GROUP III SUPERINTENDENTS

These two superintendents chosen by random from the sample of fifteen represent districts which employ a number of teachers near the maximum and minimum for this group. That is, district A employs almost two hundred teachers while district B employs just over one hundred. Despite the wide internal range within this group, the total responses of the first two categories, which correspond to the "alone" column on the questionnaire, differ by only two functions. In addition, sixteen of the twenty-one functions reported by superintendent A also appeared among the twenty-three reported by superintendent B.

The apparent difference between these districts shown by the functions checked may be accounted for when size is considered. However, a further check was made to compare how they agreed or disagreed with the total sample in their group. Their questionnaire responses did not show any material difference.

Since the operation revealed no great disparity within their group, a check was made between responses on the questionnaire and the structured interview. Table XI reveals the number of functions credited to the various categories according to the method of investigation. District A shows a high degree of agreement between the two methods; district B indicates that the superintendent was not consistent in his responses.

The areas of agreement in district A were concluded by comparing the "alone" and "greatest responsibility" responses, the "share" and the total of the second and third category under structured interview, and the "assign" responses from the questionnaire with the "assign

TABLE XI
COMPARISON OF RESPONSES BETWEEN FUNCTIONS ON
QUESTIONNAIRE AND STRUCTURED INTERVIEWS
BY TWO GROUP III SUPERINTENDENTS

CATEGORY	Total Functions Indicated Group III (101-200 Teachers)	
	District	District
	A	B
<u>Questionnaire</u>		
1. Alone	6	20
2. Share	33	23
3. Assign	20	17
<u>Structured Interview</u>		
1. Greatest responsibility	7	15
2. Much responsibility	14	8
3. Job specifications	15	8
4. Assign more than share	24	14
5. Share more than assign	0	15

more than share" with the fourth classification in the interview section. Following this same procedure for district B shows more disagreement. It was not deemed necessary to investigate further in order to point up the discrepancy.

Organizational Activities

The differences which characterized these districts above were also apparent when questioned about the existence of groups within the school district in which they assume a leadership role. Superintendent A reported that the administrative council he headed was a rather informal activity. The council membership was not constant and it met only on call of the superintendent.

An activity in this district not encountered elsewhere was the staff workshop. This group meets on released time from regular duties and involves all the teachers and administrators. It meets on a regular basis with a prepared agenda which outlines the matters to be investigated and studied. At times the group is divided according to subject matter concerns and at other times the teachers of a given building meet together with the building principal and a member of the central office staff.

Ample opportunity is afforded in district B for interaction between staff members and staff and citizens. The curriculum council's membership includes teachers, administrators, and citizens. This council considers the general problems in this wide area and makes recommendations to the board of education through the superintendent. The professional problems relative to curriculum are assigned to the teachers; one example is the textbook selection committee.

The superintendent meets regularly with the Parent-Teacher Association, citizens advisory committee, personnel policies committee, and the administrative council. The council meets every other week on a schedule determined at the beginning of the year. Agenda items are submitted by all members.

Neither superintendent indicated that much interest was shown for meetings of the board. District A requires the assistant superintendent for elementary schools and the director of maintenance to attend all monthly and special meetings. The superintendent in district B reported that no members of the staff attend board meetings. Should a teacher or administrator have information which the board or superintendent desires, the person is invited to attend for the purpose of reporting.

The above superintendent said that the most important problem relative to the central office was the maintenance of good public relations; these relations apply to both the staff and the citizens. Related to this problem, he said that constant work on policies was important in order to secure and maintain good morale. Superintendent A considered the lack of sufficient funds as his most important problem. At the time of the interview, the district was making plans for another vote for funds. They had recently been turned down by the electorate to renew operational funds which had been in force during the past five years.

GROUP IV SUPERINTENDENTS

The school districts represented by these two superintendents are both relatively small communities whose districts encompass a much larger geographic area. One of the districts employs approximately 225 teachers; the other approximately 350. The general configuration shown on the table discounts the fact that this difference of 125 teachers makes radical changes in the operation of the superintendent or his organizational structure.

The total of the first two classifications is nineteen for both districts. Fifteen of these functions are common to both listings. Although classifications three and four differ somewhat, the total functions when added both equal thirty. Superintendent B said one function did not apply; therefore, his listing included fifty-nine functions.

The reader will note the differences between Group IV and the groups discussed above when a comparison is made of the third classification. The larger districts have more administrators and tasks which justify the employment of directors and supervisors on a full-time basis. Because of these facts, exactly one-half of the sixty functions in district A are included in the job specifications of these positions. The classification "assign more than share" implies that the people who perform these functions may not do so on a recurrent basis or that different persons are assigned the function at different times. If these functions are added to those performed by virtue of job specifications, the total is equal to two-thirds of all the functions listed.

When questioned about the lack of functions assigned to the last classification (share more than assign), both superintendents reported that they either considered a function with much sharing as one which they assumed much responsibility or that if a major part of the function is assigned, it should become part of a job specification. This explanation was accepted since both of these districts have detailed policies which cover the philosophy of the district, rules and regulations, position qualifications, and job specifications.

Organizational Activities

While both of these superintendents reported that they chair the administrative council of the district, superintendent A from the larger district calls his group together once a month on an irregular basis, whereas superintendent B with more opportunity for communication meets with his council weekly for a minimum of two hours.

The superintendent in district A meets with all the building principals once each month. He reported this group separately from the administrative council. Although he did not mention all the positions in the council, the council did include principals as well as other administrative and supervisory personnel. Superintendent B said that he attended the meetings of the curriculum council and the permanent committee of citizens organized to solve current problems and formulate educational planning for the future.

District A central offices are located in a separate building. The routine monthly meetings of the board are held here with the superintendent, business manager, and general assistant superintendent

(administrative assistant). At times it is necessary to move these meetings to one of the school buildings in order to accomodate visitors. Superintendent B said he required his assistants in the instructional and business areas to be present at all regular and special meetings of the board. In addition, he frequently calls upon building principals, secondary department heads, and supervisors to attend meetings for a specific purpose.

The absence of a general director of instruction was cited as the most important problem relative to central office administration by superintendent A. Adequate facilities for central administration ranked near the need for personnel. Neither of these items of need is caused by lack of funds; rather, it is the matter of priorities. Other needs are considered more important by the board of education.

The smaller of these two districts has grown very rapidly during the past decade. This superintendent asked how a balance of administration is maintained; that is, to what extent should specialists operate from the central office rather than assigned to a building or area serving several buildings. The basic question involves the matter of decentralization.

GROUP V SUPERINTENDENTS

The two districts representing superintendents from Group V are from large cities in southern Michigan. One employs about 1350 teachers; the other approximately 750 certified employees. The one single aspect of these districts is the high number of functions which are covered by job specifications. The presence of a greater number of

administrative and supervisory positions is obvious immediately. This observation does not imply that the administrator-teacher ratio is higher than in any of the other four groups. A small district, for example, with thirty-five teachers could not justify a full-time director of personnel.

Two of the four functions for which both superintendents assume the greatest responsibility are leadership of the administrative council and helping the board determine the educational needs of the community. The two of the four which were not duplicated were making recommendations to the board for policy formulation and revision, salary schedule construction, determining specifications of administrative positions, and writing job specifications. The two latter functions, however, were included by the other superintendent under "assumes much responsibility."

Many of the functions for which these two superintendents assume much responsibility may be classified as personnel considerations. Of the ten functions listed by superintendent B, personnel is involved in half of them. They include making recommendations for teachers, reimbursement for teachers, making announcements to teachers, and direction of the in-service program.

The "assign more than share" category shows the greatest degree of disagreement between these superintendents. A check of their responses on the questionnaire shows both of them to be inconsistent. Superintendent B indicated sharing several of the functions included under job specifications on the interview and superintendent A indicated sharing several of the functions which he said he assigned on the interview.

Organizational Activities

There were several common methods of operation evidenced by these superintendents when questioned relative to organized groups in which they participated or afforded leadership. They both meet with the officers of the district's teacher organization, with their building and central office administrators, and with the curriculum council which includes citizens. Although both admitted partial failure in meeting with these respective groups as often as they would like, they placed high priority on these activities and sent representatives to report to them when absence was necessary.

Interest in education is above average in both of these districts. For this reason and others, these superintendents reported that five or six administrators are present at all board meetings. The assistants are called on regularly to answer questions and prepare reports in advance of the meetings to inform the board and other citizens concerning the functioning of the schools. Although these assistants are allowed and do express opinions, the superintendents assume the responsibility for all formal recommendations. Both of these superintendents call in staff members for special information as they are called by other governing bodies in their communities for information concerning the schools.

The question concerning central administrative problems was also similar. Both districts are experiencing a changed structure in the administration. That is, the present organization is relatively new. Superintendent A with six central office directors is still concerned because he has no person charged with system-wide instruction

administration. Superintendent B is attempting to educate the staff and citizens to identify local attendance problems and solve them on this level.

CHAPTER IX

PRESENTATION OF FINDINGS

RELATED TO HYPOTHESES

The intention of this chapter is to present those findings reported and explained in Chapters VII and VIII which are related to the principles of organization. First, the discussion will be centered on the significance of the respondents' questionnaires and interviews. Second, selected functions will be used to test the five hypotheses.

CONFLICT OF GOALS

Several writers reviewed in Chapter II gave general approval to the necessity of a limited span of control in order to maintain a balance between personal and institutional goals. The assumption made was that a narrow span which results in a vertical structure tends to favor the attainment of institutional goals; that the reduction of levels in an expanded span tends to favor the attainment of personal goals. The point here is that the organization makes a difference in the acquisition of goals. The leader of the group must always be sensitive to the motivations of the persons with whom he is working. An individual in any group should be able to experience success in his activity without being at cross-purposes with the purposes of the organization.

The overlapping objectives among public schools allow the educator considerable opportunity to determine in advance the general philosophy of the school district. This fact tends to make it possible to materially reduce obvious differences in goals between the individual and the organization.

Evidence gathered from the questionnaires in this study did not reveal the practice of widespread involvement relative to the establishment of goals, methods used to achieve objectives, or participation in policy making. Furthermore, only a small number of superintendents indicated contributions by teachers. The assumption may be made that only a limited percentage of administrators believe that democratic objectives are gained through the process of democratic action and activity. Democratic methodology requires both patience, favorable conditions, and practice by all members of the school family. Alone, these attributes will not suffice; they require an attitude which will foster their development.

DETERMINATION OF SPAN

The span of control practiced by the superintendents in this study was determined by the size of the school district and by the administrators assigned to the central office staff. The authors reviewed in Chapter II were not unanimous or in agreement on an ideal number of subordinates who should report to the executive. The numbers suggested ranged from three to seven. The position taken here is that the number cannot be in excess of ten or twelve without having a detrimental effect on the organization.

Group I Superintendents. None of these districts with less than fifty teachers reported the presence of professional staff in the central office. Therefore, the majority of functions which were shared or assigned listed the elementary or secondary principal as the person most contacted for administrative duties. The next group of positions mentioned most frequently consisted of the transportation, maintenance, and cafeteria supervisors. The initial conclusion might be that this number of positions falls within the span of control described above. Further analysis, however, shows these superintendents performed almost one-third of the functions on the questionnaire alone; well over one-half of them were shared with the positions mentioned and others.

The time element of the superintendent is conditioned by activities related to his position. That is, the activities of the superintendent in these districts with people and organizations outside the school limited his time. Credit for an acceptable span of control for these superintendents cannot be attributed to knowledge of or concern for this principle of organization. Rather, it is caused by the size of the district and the high number of functions performed by the superintendent alone.

Group II Superintendents. The main characteristic which differentiates these superintendents with up to one hundred teachers is the addition of part-time administrators. Some of these people perform their functions from their assigned building. The released time from teaching allows these people to administer their functions according to their speciality. They include: head of guidance, athletic director and assistant in business and/or instruction.

The inclusion of these positions along with those in Group I extends the span of the superintendent to ten people. However, these respondents indicated that they shared in a high percentage of the functions which required their contact with other members of the staff and community. Their span could be considered in excess of fifteen different persons. In addition, they said they alone performed over one-third of the sixty functions listed.

Although many of the functions classified as instructional in nature were shared or assigned to the building principals, the majority of those of a managerial nature was performed by the superintendent. They included auditing the internal funds, maintaining staff records, and control of the budget. It is apparent from this and previously reported information that superintendents from this size district do not attempt to limit their span nor devote a major portion of their time to the instructional program.

Group III Superintendents. The pattern of operation among the superintendents in this group show the greatest amount of diversity. The districts represented here contain from over one hundred to less than two hundred teachers. Districts between these extremes account for the greatest difference in numbers of central staff employees.

The outstanding characteristic of most districts in this group is the number of full-time supervisory personnel. For example, where certified and non-certified persons in Group II worked part-time in their speciality, the districts here justify full-time persons in these same capacities. More of the elementary principals are full-

administrators of their buildings; they do not teach in the morning and administer in the afternoon as in Groups I and II.

Although approximately ten per cent of the functions are performed alone, well over one-half of them are shared with as many as twelve different people. Many of these functions are strictly building responsibilities and should be assigned to the principal. Principals in this group were required to look to the central office for direction and guidance in both the instructional and general operation (custodian, cafeteria) areas.

On the assumption that the superintendent must communicate (orally or written) with all the people to whom he assigns or with whom he shares functions, these administrators have a span of twelve or more people within the district. Additional time is consumed by the contacts which were indicated by school related activities. It is the writer's impression that the span should be reduced and that different positions be included; the principals should be allowed and expected to more completely operate their buildings.

Group IV Superintendents. The dominant feature of this group (201 to 400 teachers) of superintendents is that they checked all (and added) the positions listed on the questionnaire. All of them, therefore, have a span of at least thirteen persons; some of them have as many as seventeen.

Only one function in the sixty was shown to be assigned by all the respondents to the same person. The remaining functions were checked by using all the alternatives.

A further analysis of the returns from this group show two differences which affect the span for these superintendents. First, a much smaller number of functions is performed alone. Second, the functions which are assigned to others do not require constant issuance of directives. Many of the job descriptions in the policy statements outline in detail the responsibilities of the position. For example, the superintendent indicated that he shared the function of preparing information to be disseminated by public communication media. This does not imply that he must remind the principal to release the names for the honor roll to the newspapers. This type of activity should be considered a routine function.

Both of the superintendents from this group interviewed by the writer indicated that the formal contacts with their staff accounted for less than fifty per cent of their time. One of the two said that he only scheduled half of his day in the office for appointments. He knew that a multitude of contacts which he could not foresee would fill the remainder of his time. No attempt is made here to evaluate this practice. Rather, it is mentioned to indicate that the span of this superintendent is materially conditioned by this method of operation.

Group V Superintendents. The span of control of the superintendents in this group (four hundred and more teachers) averaged six people. The policy statements in all of these districts indicated detailed specifications for almost all of the administrative and supervisory personnel.

This accounted for the high percentage of functions which was assigned directly to assistants. In addition, very few of these large district superintendents performed any of the functions alone. Only one, leadership of the administrative council, received checks from six out of the twelve. It is natural that the chief administrator perform this function.

Another factor characteristic of this group was the number of people involved in many of the individual functions. For example, the evaluation of professional personnel was shared by or assigned to as many as five persons in one district. This is not an isolated example; none of the functions received less than two choices when all districts were considered.

ADMINISTRATIVE DECENTRALIZATION

The findings of this study show that superintendents from both large and small districts continue to foster the idea that the central office is responsible for decisions which affect the activities of the schools. With but few exceptions, the size (geographic and population) of the district does not materially change the method of operation. In fact, the larger the district, the greater the tendency to centralize. The smaller districts seem to overlook the need for involvement; the larger ones seem to overlook the socio-economic differences present in most large cities.

Location of Decisions. One advantage of having decisions made at the point of implementation is that those nearest the problem usually have more data and information bearing on the solution. Another advantage in school operation is that it allows the staff of a building more responsibility and the opportunity to act creatively.

By their actions and responses, the superintendents in this study apparently feel that decentralization drains their position of power and prestige; that allowing separate buildings to design individual programs is too costly and lacks uniformity. No doubt the traditional concept of "head-man" is subscribed to consciously or unconsciously. This practice cannot be defended on any basis in our schools today.

Position versus Individual. The respondents of the questionnaire in this study were requested to indicate how they see their role relative to the functions. That is, they were to report the "as is" rather than the "ought to be." On this basis, the results show how the superintendent actually acts. The only conclusion that may be drawn is that the position of the superintendent exceeds the individual ability of these persons and that their formal relationship determines the decision making process. This emphasis on the individual implies that the goals and objectives of the district change as superintendents move about. The high degree of central office decisions reported by the majority of the superintendents necessitates this conclusion. With respect to the distribution of responsibility and authority, the superintendent's role is no better delineated than that of the teacher.

Management Decisions. The point was made in Chapter V that some functions (payroll, records and purchasing) were more efficiently performed in the central office. The superintendents in this study reported that they indeed do operate in this manner, but the purchase of equipment should also take into consideration the people who will use the equipment. The application of the principle of decentralization in this example would require the involvement of the staff in the building where the equipment was needed. The data needed for arriving at a decision could be supplied by vendors or central staff personnel. The point here is that by classifying the purchase of equipment as a business function, it does not imply that building personnel are eliminated from consideration. There is little evidence that the dual role of this function takes place in the majority of the districts in this study.

LINE-STAFF RELATIONSHIPS

The issue of this principle in school administration is one related to its application rather than to its validity. Several writers during the past decade have proposed alternatives to this principle. The chief weakness cited by opponents is that the line and staff concept beget autocracy. The public schools or any other organization administered on a line and staff basis may be operated democratically or autocratically. The concept of the principle does not cause the outcome; it is the people who make up the organization that determine its interrelationships.

Genesis of Organization. From an historical standpoint, it may be said that most of the present school district organizations originated from the one room school. As soon as this district expanded or became more populous, it was necessary to designate one person as a responsible head. This relationship encompasses the concept of the line-staff principle. The continual growth of the district required additional persons to perform different tasks as they became apparent to the professionals and school patrons. It is not surprising that the principle, although borrowed, is with us today in the internal structure of schools.

The Cause of Conflict. The main reason writers in educational administration take exception to this principle is because the administrators in many districts adhere so closely to the basic aspect of the rule that educational purposes of the organization become subservient to it. This is analogous to saying that the game was not won because of the rules. The principle should be considered as a guide for a pattern of operation. Often this pattern is displayed in the form of a table of organization. This table is best used when it outlines the major formal relationships between individuals. It cannot possibly define all the informal relationships; neither can it take into account the different competencies of all the persons in the organization for a long period. The structure of the organization should serve its purposes, not hinder them.

Awareness of Principle. The pattern of response to certain functions shows that the superintendents in this study use this principle. The line of demarcation between line and staff, however, is not evident. In addition, the medium size districts have central office administrators whose specifications make them primarily staff officers, yet they are assigned functions which cause them to be considered line officers by others in the organization. Of significance was the report by one of the superintendents interviewed. He stated that his administrative council was composed of line officers only. Upon further questioning, none of the central office staff was omitted. No reason for this apparent inconsistency could be ascertained. In general, an awareness of the principle is present. The study was not designed to determine whether or not adherence to the principle negated or reduced the attainment of goals.

DATA RELATED TO HYPOTHESES

One of the initial statements in this study said that personnel may be handicapped or stimulated by organization. Further, that objectives are best attained by determining the plan that most adequately satisfies democratic needs in the operation of the education process. The reader will note that objectives are the dominant factor and that organization is the structure which enables the group to move toward predetermined goals.

Since this study employed an indirect method of ascertaining the application of principles, its respondents reflected in action the degree to which they accepted principles of administration. That is, the questionnaire did not ask directly whether the superintendent's span was large or small or whether staff personnel was used.

Hypothesis 1. The purpose of hypothesis number one, "that present public school administrative practices are at variance with basic principles of good organization" attempted to measure the degree of adherence to the principle. It did not attempt to state dogmatically, for example, the exact number of persons who should report to the superintendent in all size districts. The key word in this hypothesis is "variance." On the basis of this explanation and without the need for numerical application for each size district, the hypothesis is accepted because:

1. The superintendents in this study, with but few exceptions, have at least twelve, and in some cases as many as twenty-five, persons reporting to them formally on a regular basis.
2. Only one district has designed an organization which gives the building administrator any degree of autonomy. The remainder rely on the central office for functions which should be performed by the building principal if any actual attempt were made for decentralization.
3. The majority of superintendents in districts employing up to four hundred teachers is involved in functions (both in number and type) which should be assigned to staff personnel. In some cases, these functions are of a clerical nature.
4. More than half of the districts operate without written policies and job specifications. Less than one per cent of the sample districts involve persons outside the central office in the formulation and/or revision of policies.

Hypothesis 2. A preceding section of the chapter discussed by groups the size of the span of control for the superintendents in the study. This hypothesis says that the superintendent exceeds the optimum number of staff members with whom he is able to work effectively. The hypothesis is accepted for all superintendents except those in Group V (four hundred or more teachers) because:

1. The number of positions and/or persons who reported directly to the superintendent exceeded ten in the majority of the cases.

2. The number of repeated contacts in actual practice exceeded the persons designated as line and staff officials. The contacts were determined by the number of functions which the superintendent shared with others.

3. The time spent on the management and policy functions by most of the superintendents was excessive. At least half of these functions were carried out alone by more than fifty per cent of the superintendents.

Hypothesis 3. A statement in Chapter I from the 1952 Yearbook of the American Association of School Administrators said that the superintendency is the same, in principle, in a village as in a large city. The same duties have to be performed in a small system as in a large system. The results of the questionnaire confirm this statement. Almost all the functions were checked by both the smallest and largest districts. Exceptions were natural; many small districts do not operate an adult education program.

This hypothesis said that superintendents in districts which employ fifty or less teachers identify themselves with more administrative functions than superintendents in districts of two hundred or more teachers. The tabulation in Table XII below supports this hypothesis.

TABLE XII
COMPARISON OF NUMBER OF FUNCTIONS PERFORMED
ALONE BY SUPERINTENDENTS WITH FIFTY AND LESS TEACHERS
TO THOSE WITH 201 OR MORE TEACHERS

FUNCTION CLASSIFICATION	Districts with ^a 25-50 teachers n=25	Districts with 201 and over teachers ^b n=25
Management 9 - 225*	74	43
Policy and Statutory 10 - 250	95	41
Board and Staff Assistance 15 - 375	68	23
Shared Responsibility 14 - 350	93	2
Assigned Responsibility 12 - 300	10	0

^aEntire sample of Group I superintendents.

^bCombination of Group IV and V superintendents.

*First number refers to number of functions in classification; second number refers to total possible choices if all superintendents performed all functions alone.

The table shows that the superintendents with fifty or less teachers perform over three times as many functions alone as do the superintendents with 201 or more teachers. An extension of this table with information reported in Chapter VII would show that the smaller district superintendents also share and assign less of the functions. Therefore, the hypothesis is accepted as stated.

Hypothesis 4. The data which are pertinent to hypothesis four, "superintendents of most districts perform functions primarily related to non-instructional activities" are functions on the questionnaire which are required in the operation of the schools in only an indirect fashion. Some of them include:

1. Debt service management.
2. Preparation of the Department of Public Instruction reports.
3. Administration of the payroll.
4. Determine specifications of administrative positions.
5. Writing job specifications for administrative and supervisory positions.
6. Administering insurance program.
7. Control of the budget.
8. Maintaining staff records.
9. Recommendation to the Board for employment of non-professional staff personnel.

Table XIII below shows that a high percentage of superintendents perform the listed functions alone.

TABLE XIII

PERCENTAGE OF SUPERINTENDENTS WHO REPORTED
THAT THEY PERFORMED LISTED FUNCTIONS
ALONE, SHARED, OR ASSIGNED TO OTHERS

FUNCTION	Per Cent of Total		
	Alone	Share	Assign
Debt service management	71	18	11
Preparation of the Department of Public Instruction reports	50	36	14
Administration of the payroll	55	15	30
Determine specifications of administrative positions	60	40	0
Writing job specifications for administrative and supervisory positions	56	41	3
Administering insurance program	51	14	35
Control of the budget	54	34	12
Maintaining staff records	54	23	23
Recommendation to the Board for employment of non-professional staff personnel	49	37	14

Additional functions could be added to those on this table should the superintendent's involvement in the "alone" and "shared" column be combined. The reader should be reminded that the "alone" definition on the questionnaire described it as, "a function which you (superintendent) carry out yourself to its completion (gather data, compile and report)." Also, the percentages shown include the total sample. Had the three columns been divided by groups, the smaller districts percentages would be higher and the larger districts relatively lower.

Hypothesis 5. The relevant data with regard to hypothesis five, "superintendents tend to share and assign more functions as the organization becomes more complex," could include most of the sixty functions in the study. That is, we should expect a larger organization to contain more assistants and specialists who either aid the superintendent or assume the responsibility of administrative functions. The information in Table XIV represents several functions from each classification and shows to what degree the sharing and assigning is increased between the larger and smaller districts.

TABLE XIV

COMPARISON OF SELECTED FUNCTIONS WHICH SHOW THE
INCREASE OF SHARING AND ASSIGNING IN LARGER DISTRICTS

FUNCTIONS	Total Responses from Groups I & V*			
	Group I n=25 25-50 teachers		Group V n=12 400+ teachers	
	Share	Assign	Share	Assign
Initiating contacts with business and industry	11	0	4	3
Supervision of non-professional staff	12	1	1	10
Preparation of announcements for teachers	17	4	7	2
Inspection of buildings and grounds	19	1	1	11
Direction of program of bus maintenance	16	5	1	10
Responsibility for operation of building	15	7	0	12
Scheduling non-professional personnel	10	2	0	11
Direction of school lunch program	11	8	2	10
Plans for orientation of new students	13	12	1	11
Direction of guidance program	11	9	2	8
Debt service management	0	0	6	4

*The combined responses in each group do not equal "n" because "alone" is not included.

The results of the above tabulation indicate that a diversity of functions is shared by superintendents in large and small districts. The "assign" column contains the data which allows the acceptance of this hypothesis.

Summary. With the exception of one portion of hypothesis two cited above, the following statements may be made relative to the findings of this study:

1. The superintendents in the study attempt to work with too many different people.
2. The superintendents are involved in many non-instructional activities which could better be assigned to others.
3. Few superintendents involve many of the people who have an interest in or are directly affected in the decisions made.
4. That the authority of the office of superintendent tends to exert a disproportionate influence over other members employed in the district.

The next and concluding chapter will outline the implications of the above statements and make recommendations which will lead to more efficient and democratic administration.

CHAPTER X

SUMMARY AND CONCLUSIONS

The Problem. This study is concerned with the present structure of organization in the public schools of Michigan. This concern led to an analysis of selected principles of administration as they are practiced in a group of school districts in lower Michigan.

The purposes of education on the district level are affected by the type of organization in the district. The leader of this organization is hampered or helped by his awareness of the methods of operation which allow him to maximize his efforts toward the coordination of his staff. The superintendent, fellow administrators, teachers, members of boards of education and citizens in communities should function in an organization that fosters widespread participation.

Possible solutions to the problem are complicated because community mores and differences in philosophy among teachers, school board members and superintendents are present in the various school districts. Location of the district, economic factors, the training and interests of the superintendent also affect the organizational structure of the district.

Importance of the Study. It is essential that the superintendent of schools build a framework or organization. The person in this position during this period faces critical problems and is expected to produce significant results. That he will be continually confronted with problems that have social, economic, and political implications

cannot be denied. A large segment of the public has become aware of the problems confronting education; some of them have expectations which exceed the vision of the school leaders.

The needs of the community and society as a whole should be served by an educational program which is consistent with those needs. These needs are best assured by an organization which allows full participation by those affected.

The advancement of education is dependent to an immeasurable degree upon the kind of educational leader that is serving the school and community. Therefore, the educational administrator should be cognizant of the relationship between the structure of his organization and the improvement of education for all the citizens of the community. The implication for reorganization on the local level applies to schools today. It is important to the success of schools; it contributes to the need of this study.

The Findings. The data provide some answers to the questions with which this thesis is concerned.

1. The superintendent of schools in most districts, large and small, is too involved with functions which are not directly related to the instructional program. There is evidence in this study that many of the superintendents are preoccupied with busses, budgets, bonds, and buildings. However necessary these activities may be, the respondents indicate they give them a high priority and devote a disproportionate share of their time to them. Over half of the superintendents assume sole responsibility for the performance of all the management functions.

2. Only one district in the study is organized in such a fashion that it may be considered a decentralized operation. This district has moved many of the traditional functions to the office of an area administrator. Furthermore, these areas attempt to serve the patrons of a particular attendance area on a building level. The dearth of this type of evidence indicates that in all the remaining districts the superintendent continues to be a partial administrator in each of his buildings. The high degree of sharing among the functions on the questionnaire support this conclusion.

3. With but few exceptions, the superintendents in this study do not have an organization which fosters participation on a wide basis or which involves many people who are affected by the organization. There is little evidence that the superintendent and board of education seriously consider the contributions which could be made by citizens, teachers and students in the areas of planning and policy making. It must be stated that in all too many instances the system-wide decisions and courses of action taken are determined by a relatively small number of persons at the central office level.

This statement of findings is based on the hypotheses tested in the study. All the hypotheses are accepted with exception to the span of control for the superintendents in the largest group (four hundred and more teachers) as stated in hypothesis two. The statements from Chapter I follow:

1. Present public school administrative practices are at variance with basic principles of good organization.

2. The span of control for the superintendent is too large in most of the public school districts.

3. Superintendents in districts which employ fifty or less teachers identify themselves with more administrative functions than superintendents in districts of two hundred or more teachers.

4. Superintendents of most districts perform functions primarily related to non-instructional activities.

5. The superintendent tends to share and assign more functions as the organization becomes more complex.

Recommendations. It is vital that more attention be given to the organizational structure of school districts. The changes necessary will not be experienced by strict adherence to principles only. A change in the concept of why the organization exists and the application of methods which will give some assurance of attaining goals should be the basis of organizational design. The community school concept may prove to contain the attributes of more democratic administration. The necessary ingredients would include:

1. An attitude on the part of the superintendent which would cause him to seek the ideas and contributions of others.

2. A recognition of the fact that people must become personally involved in the solution of their own and community problems.

3. The realization that all the activities in the community are a part of the individual's education whether it be constructive or destructive.

4. An awareness of the complexity of social growth and change in any community, the slowness and pitfalls of this process.

5. That the superintendent must retain his membership in the group from which he expects cooperation.

6. That the administrative function is a means to an end and not an end in itself.

Further Study. The responses to the questionnaire in this study were not compared or verified by other administrators in the district. Perhaps the perceptions of the superintendents' actions did not conform to actual activity. That is, there was room for the respondent to indicate how he "ought" to perform rather than how he actually did perform.

Studies could be made which would:

1. Compare the degree of involvement (alone, share, assign) as seen by the superintendent with other members of the central staff.
2. Allow the researcher to spend an extended period of time in the district for the purpose of observing the activities of the superintendent.
3. Make use of a panel of judges to select a district which practiced democratic administration and then analyze the methods of operation which contributed to the structure of organization.

The writer is convinced that the present structure or framework of organization in the public schools falls short of today's needs and that pressures from within and without will cause changes to be made if superintendents do not realize that only democratically conceived and democratically operated organizations will receive long-range support.

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APPENDIX A
LETTER TO SUPERINTENDENTS

January 29, 1962

Dear

The enclosed questionnaire represents the major portion of information needed for my thesis under the direction of Dr. Clyde Campbell. We expect to learn about administrative practices in schools in lower Michigan.

Because this instrument is being used for both large and small districts, please do not be concerned about any items that do not apply to your district.

Since the size of our sample is small and the time to complete the questionnaire is short, a high percentage of returns is necessary. You need not sign your name.

May we count on your cooperation? Thank you.

Sincerely,

Paul H. Appel
College of Education

PHA:lao

Enclosure

APPENDIX B

SUMMARY OF RESULTS ON QUESTIONNAIRE

QUESTIONNAIRE

PUBLIC SCHOOL SUPERINTENDENTS

PURPOSE: To determine to what extent several principles of organization are practiced in Michigan public schools.

DIRECTIONS: Please respond to each of the statements which apply to your situation by writing the proper number(s) from the positions listed below:

- | | |
|------------------------------|-------------------------------|
| 1. Superintendent | 9. Curriculum Coordinator |
| 2. Asst. Supt. (Instruction) | 10. Director of Athletics |
| 3. Asst. Supt. (Business) | 11. Maintenance Head |
| 4. Secondary Principal | 12. Cafeteria Manager |
| 5. Elementary Principal | 13. Director of Adult Educ. |
| 6. Subject-matter Coord. | 14. Transportation Supervisor |
| 7. Dept. Head (Secondary) | 15. _____ |
| 8. Guidance Counselor | 16. _____ |

COLUMN HEADINGS: Alone - a function which you carry out yourself to its completion (gather data, compile, report).

Share - a function which you share with one or more of the positions listed (work together or separately on particular tasks).

Delegate - a function which you completely delegate to one or more of the positions listed (expect them to initiate and complete).

	Alone	Share With	Assign to
EXAMPLES:			
a. Preparation of Board agenda	1		
b. Chairmanship of Curriculum Council		2	
c. Selection of textbook			2,4

STATEMENTS:

1. Induction and orientation of non-professional personnel.	12	43	30
2. Direction of program for use of school facilities by non-school groups.	14	39	31
3. Control of the budget.	46	29	10
4. Direction of school lunch program.	3	27	50
5. Leadership of Administrative Council.	53	16	2

	Alone	Share With	Assign to
6. Making recommendations to Board for policy formulation and revision.	35	47	1
7. Individual conferences with parents and other lay citizens.	1	60	18
8. Control of pupil behavior.	0	23	60
9. Helping the Board to determine the educational needs of the community.	8	73	0
10. Direction of program of bus maintenance and operation.	4	28	46
11. Plant planning and construction.	10	71	2
12. Preparation of special reports and bulletins for general distribution.	16	59	4
13. Planning and coordination of public relations program.	14	65	2
14. Working with PTA and other lay groups.	1	66	14
15. Maintaining staff personnel records.	43	20	19
16. Administering insurance program.	40	11	28
17. Developing procedures for reporting pupil progress to parents.	0	58	26
18. Inventorying supplies and equipment.	4	32	43
19. Inspection of buildings and grounds.	5	50	29
20. Counseling professional personnel.	16	66	3
21. Preparation of announcements for teachers.	12	59	10
22. Debt service management.	59	13	12
23. Preparation of the Department of Public Instruction reports.	42	30	12
24. Administration of the payroll.	46	12	25
25. Direction of program of plant maintenance.	11	40	31

	Alone	Share With	Assign to
26. Determining specifications for supplies and equipment.	7	49	24
27. Making recommendations to the Board for the construction and administration of salary schedules.	37	43	4
28. Supervising and auditing internal accounts.	28	26	30
29. Initiating contacts with business and industry.	29	34	9
30. Selection and recommendation to the Board for employment of professional staff personnel.	14	64	7
31. Induction and orientation of professional staff personnel.	7	62	8
32. Purchasing of supplies and equipment.	25	31	28
33. Preparation of information to be disseminated by public communication media.	20	55	5
34. Direction of health and safety program.	1	40	38
35. Arranging for substitute teachers.	6	22	55
36. Administering summer recreation program.	7	10	30
37. Revision of curriculum and selection of curriculum materials.	0	76	7
38. Coordinating audio-visual activities.	0	29	49
39. Scheduling professional staff personnel.	6	45	31
40. Determination of financial needs and construction of budget.	34	46	3
41. Supervision of professional staff members.	3	68	14
42. Direction of adult education program.	4	15	39
43. Helping teachers in planning effective remedial instruction.	1	38	43
44. Scheduling non-professional staff personnel.	18	29	36

	Alone	Share With	Assign to
45. Interviewing school supply salesmen.	19	31	31
46. Direction of in-service program for teachers.	8	58	17
47. Recommendation to the Board for employment of non-professional staff personnel.	41	31	12
48. Evaluation and recommendation to the Board for promotion and retention of professional staff personnel.	12	67	4
49. Direction of follow-up of graduates and drop-outs.	0	20	64
50. Plans for orientation of new students.	0	26	59
51. Responsibility for operation of individual buildings.	3	28	53
52. Administration of competitive athletic program.	0	18	25
53. Chairmanship of administrator-teacher committee.	15	20	20
54. Evaluation of non-professional staff personnel.	16	36	29
55. Assisting teachers in diagnosing the learning difficulties of pupils.	0	35	47
56. Direction of guidance program.	0	29	49
57. Determine specifications of administrative positions.	47	32	0
58. Writing job specifications for administrative and supervisory positions.	44	32	2
59. Supervision of non-professional staff personnel.	14	33	34
60. Direction of program for exceptional children.	5	33	31

A. Approximate number of pupils in district _____

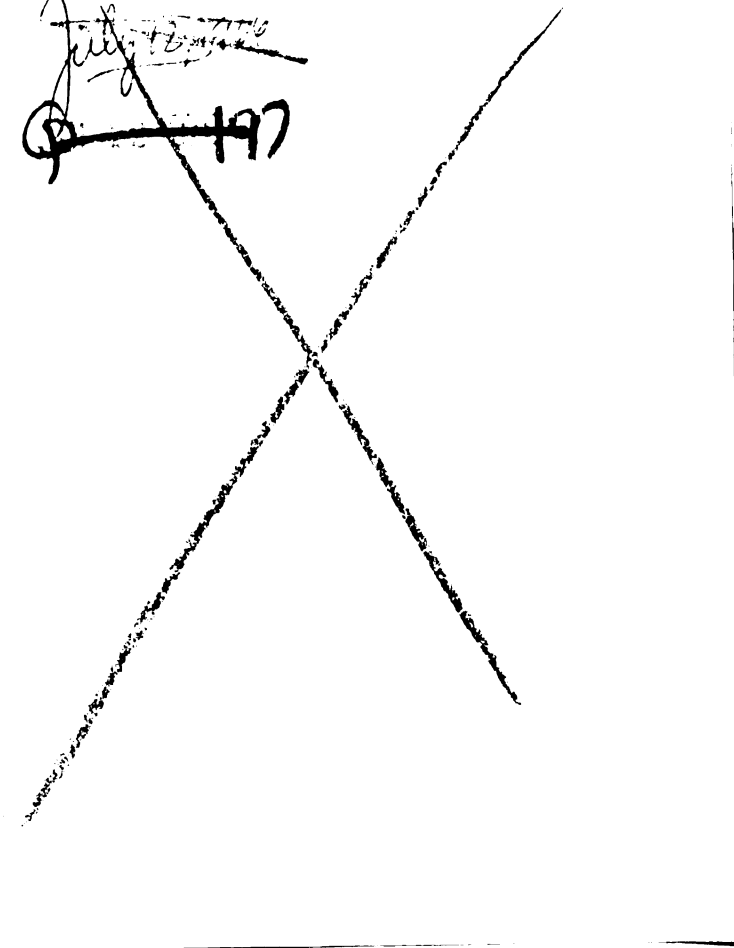
B. Approximate number of teachers in district _____

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