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A STUDY OF THE DELEGATION OF ADMINISTRATIVE  
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PRINCIPALS AS RELATED TO SELECTED VARIABLES.

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A STUDY OF THE DELEGATION OF ADMINISTRATIVE TASKS BY MICHIGAN  
PUBLIC ELEMENTARY SCHOOL PRINCIPALS AS RELATED  
TO SELECTED VARIABLES

By

Alfrieda M. Frost

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## ABSTRACT

### A STUDY OF THE DELEGATION OF ADMINISTRATIVE TASKS BY MICHIGAN PUBLIC ELEMENTARY SCHOOL PRINCIPALS AS RELATED TO SELECTED VARIABLES

By

Alfrieda M. Frost

#### Purpose of the Study

This study was undertaken to determine the degree to which principals claim they delegate administrative tasks in each of six major school administration areas: (1) Instruction and Curriculum Development, (2) Staff Personnel, (3) Pupil Personnel, (4) Finance and Business Management, (5) School Plant and Services, and (6) School-Community Relations. The study was also made to ascertain if there are differences in the degree to which principals delegate in each of these areas when related to the selected variables of sex, number of years as a principal, school district size, number of students supervised, and number of buildings supervised. Another aspect of the study determined whether Michigan public elementary school principals delegated more in their least preferred administrative area than in their most preferred administrative area.



### Design and Methodology

The target population for the study was full-time principals of Michigan public elementary schools which were administratively organized to include any combination of grades between kindergarten and grade six, excluding those located in the school system of the city of Detroit. A random proportional allocation was drawn from each of six stratum, based on building enrollment and school district size. The 911 selected schools were then each matched to the position of elementary principal, to whom was mailed the Delegation of Administrative Tasks Survey, a questionnaire used to obtain the measurement of delegation. The instrument specified 63 tasks to which each principal in the study was asked to select a response that indicated his involvement with each one. Responses could range from "I do all of this," to complete delegation of the responsibility, "I do none of this." Usable data were acquired from 627 respondents.

The seven major hypotheses, developed and tested, were:

- I. There will be a significant difference between female elementary principals and male elementary principals in the delegation of administrative tasks.
- II. There will be a significant difference among elementary principals with varied levels of experience as a principal, in the delegation of administrative tasks.
- III. There will be a significant difference among elementary principals within small, medium, and large school districts in the delegation of administrative tasks.
- IV. There will be a significant difference between elementary principals with small and large numbers of students supervised in the delegation of administrative tasks.
- V. There will be a significant interaction between small, medium, and large school districts and small and large

numbers of students supervised in the delegation of administrative tasks by elementary principals.

- VI. There will be a significant difference between elementary principals who supervise one building and elementary principals who supervise two or more buildings in the delegation of administrative tasks.
- VII. The delegation of administrative tasks by elementary principals will be greater in their least preferred administrative area than in their most preferred administrative area.

### Statistical Analysis

Forty-two operational hypotheses were statistically treated with an analysis of variance with appropriate "F" tests. If a significant difference were noted, the Scheffé post hoc comparisons procedure was used as a method for determining the location and the size of the statistical differences between groups. The dependent sample t-test was performed on the data of least preferred and most preferred administrative areas to determine if there were a significant difference between the mean scores. The Hoyt analysis of variance procedure was used to measure the internal consistency of the instrument.

### Major Findings

The researcher's major findings in the study were:

1. Michigan public elementary school principals make limited use of delegation in their administration. It was affirmed that this may be due to the complexity of delegation, to a lack of its acceptance, or to a lack of understanding about its use. The limited use of delegation also suggests that there may be insufficient personnel

within the elementary school organization to whom the principal can delegate responsibilities, and/or that delegation to staff members may be limited or prohibited by provisions of the school district's negotiated contracts.

2. Michigan public elementary school principals employ some delegation in the areas of Pupil Personnel and Instruction and Curriculum Development. It is of concern that the amount of delegation in Instruction and Curriculum Development exceeds that of four other major administrative areas because delegation in organizations generally appears most frequently with technical or routine tasks, and because the literature on the elementary school principalship indicates that supervision of instruction should have priority of a principal's time and energy.

3. The variables of sex, number of years as a principal, number of students supervised, number of buildings supervised, and least preferred or most preferred administrative areas have no significant effect on the delegative behavior of Michigan public elementary school principals. The absence of any significant difference seems to infer that there may be exogenous variables and/or personal characteristics which influence or determine an individual's delegative behavior.

4. Principals in Michigan's small school districts delegate more in the area of School Plant and Services than do principals in medium or large school districts. This is considered an appropriate area for delegation, and indicates that the small district

principal is using delegation so that he may give proper emphasis to duties in other areas of administration.

5. Principals in Michigan's large school districts delegate less in the area of School-Community Relations than do principals in small or medium districts. This occurs because large districts tend to have assistant principals and/or supervisory personnel to assist the building principal in the areas of Instruction and Curriculum Development and Pupil Personnel. This allows the administrator to spend more time, and to delegate less, in functions relating to School-Community Relations.

#### Recommendations

Recommendations advanced by the researcher were:

1. Since delegation is viewed by authorities in the fields of school administration and organizational theory as being a desirable but a complex administrative technique in any organization, the concept of delegation needs to be promoted in university graduate programs of educational administration so that current and prospective administrators are aware of the technique and can learn to use it effectively.

2. In-service workshops and seminars should be held throughout the state to assist elementary leaders who are not enrolled in university programs to acquire the ability to delegate.

3. So that elementary principals may be released from routine duties to perform as educational leaders, elementary schools should be staffed with personnel to whom principals can delegate. Efforts should be made to provide the elementary principal with an assistant

or with supervisory staff, and with secretarial service, to the recommended ratio reported in the literature.

5. Those seeking elementary administrators skilled in delegation should not use sex, number of years as a principal, number of students supervised, number of buildings supervised, or preferred administrative areas as indicators for selection. School boards and superintendents should be aware that these variables played no significant role in the reported delegative behavior of Michigan public elementary school principals.

6. Every principal should examine his own delegative behavior (1) to determine if he believes in the concept, (2) to ascertain if he is employing the technique, (3) to consider whether he is using it advantageously for himself, for his staff, and for his school, and (4) to seek ways of expanding and/or improving his utilization of the act of delegation.

The study and its findings should be of importance to elementary principals, university educators who are responsible for training school administrators, superintendents, and members of boards of education. Since delegation is viewed as a necessary professional competency for today's school administrator, a concerted effort must be made to enhance its utilization, and thus, to improve the elementary principalship, the elementary schools, and the quality of instruction for elementary students in Michigan.

DEDICATED TO  
My Faithful Friends

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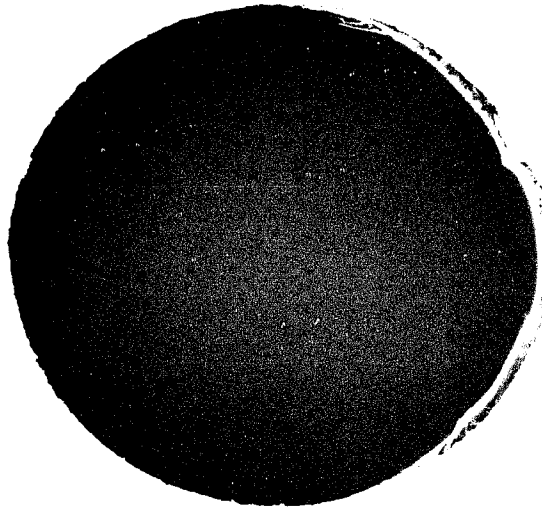
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## CHAPTER I

### INTRODUCTION

#### Statement of the Problem

The elementary school principal is expected to discharge many and varied responsibilities. In recent years, his role has expanded to include the tasks associated with federal programs, accountability, negotiations, integration, and the use of technology.<sup>1,2</sup>

The prevailing view in the literature would seem to be that of all the tasks which constitute the elementary school principalship, those relating to the instructional program and curriculum rank the highest in importance. The limitations of time, however, prevent the elementary principal from doing what he considers to be important. "The average principal finds it a challenge to provide enough time in the day to work directly with members of his staff."<sup>3</sup> A national research study, conducted by the Department of Elementary School Principals in 1968, reported that supervising principals would ideally allot more time each week to supervisory and curriculum development

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<sup>1</sup>Samuel Goldman, The School Principal (New York: The Center for Applied Research in Education, Inc., 1966), p. 36.

<sup>2</sup>Albert H. Shuster and Don H. Stewart, The Principal and the Autonomous Elementary School (Columbus, Ohio: Charles E. Merrill Publishing Co., 1973), p. 35.

<sup>3</sup>Emory Stoops and Russell E. Johnson, Elementary School Administration (New York: McGraw-Hill Book Company, 1967), p. 115.

functions. They were actually spending more time each week with clerical and administrative tasks, than they ideally recommended.<sup>4</sup>

It is important, then, to investigate delegation as an administrative technique which may be used by elementary principals to make it possible for them to allocate the major portion of their administrative effort to those functions considered most important by them. "The principal must be willing and able to delegate many of the administrative duties necessary for the operation of the school."<sup>5</sup>

Assigning responsibility to others and the necessary authority to complete an assignment is a basic need through which the administrator can extend his influence. This is an absolute necessity for the successful operation of an organization. Without delegation, growth and development of the organization is limited to the capacity of one man.<sup>6</sup>

#### Statement of the Purpose

Little appears to have been done in investigating the process of delegating tasks within Michigan public elementary schools. The researcher will attempt to add to the body of knowledge about this process by focusing upon the elementary school principal's approach to delegation.

Specifically, the researcher will undertake to determine:

1. the degree to which Michigan public elementary school principals delegate administrative tasks

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<sup>4</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-eighth Yearbook (Washington, D.C.: Department of Elementary School Principals, 1968), p. 51.

<sup>5</sup>Stoops and Johnson, Elementary School Administration, p. 130.

<sup>6</sup>Chester Ingils, "Advance to Administrators: Clues for Success," The Clearing House, 42 (September 1967), 15-16.

2. the degree to which Michigan public elementary school principals delegate administrative tasks in each of six major school administration areas:

- a. Instruction and Curriculum Development
- b. Staff Personnel
- c. Pupil Personnel
- d. Finance and Business Management
- e. School Plant and Services
- f. School-Community Relations

3. if there are differences in the degree to which Michigan public elementary school principals delegate administrative tasks when related to selected variables:

- a. Sex
- b. Number of years of experience as a principal
- c. School district size
- d. Number of students supervised
- e. Number of buildings supervised

4. if Michigan public elementary school principals delegate more in their least preferred administrative area than in their most preferred administrative area.

Tangentially, the author will (1) provide knowledge about the functions of the elementary school principalship, (2) explore the concept of delegation as an administrative technique for elementary principals, (3) discuss the implications of the data collected for the Michigan public elementary school principalship, and (4) establish areas for further study.

### Significance of the Study

A result of examining the hypotheses investigated in this dissertation, should expand current thinking concerning the delegative behavior of elementary principals, and may serve as a stimulus to other educational administrators to examine and evaluate their use of the technique. This study adds to the knowledge gathered by Mawdsley<sup>7</sup> in his investigation of the use of delegation by high school principals.

The study may also be useful to university educators interested in the preparation, development, and improvement of elementary school administration. It may, for example, indicate whether principals tend to delegate tasks in certain administrative areas, whether delegation is related to experience, or that delegation is used sparingly. This knowledge will allow university educators to compare current practice with theory and to consider its effect on the content of educational programs for school administrators.

### Theory and Supportive Research

#### Delegation

The administrative technique of delegation requires that an administrator of an organization assign some of his responsibilities to other members of the organization. Specific tasks are assigned to persons "where the necessary information, skill, and experience exist

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<sup>7</sup>Jack K. Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables" (unpublished Ed.D. dissertation, Michigan State University, 1968).

to make a satisfactory decision,"<sup>8</sup> although the administrator retains ultimate accountability for performance of those tasks.<sup>9</sup>

### Delegation in Organizations

The use of delegation in an organization has benefits which are both direct and derived. Some of the significant ones are that delegation (1) extends results from what a man can do to what he can control, (2) releases time for more important work, (3) develops subordinates' initiative, skill, knowledge, and competence, and (4) maintains decision level.<sup>10</sup>

The use of delegation can also bring about a series of unanticipated consequences in the organization, however. Selznick emphasizes that a major dysfunction resulting from delegation can be an increase in the bifurcation of interests among subunits in the organization.<sup>11</sup>

### Delegation--An Administrator's Function

The benefits which delegation can provide to an organization emphasize the importance of its administrator employing the technique. He must be able to coordinate the efforts of the organization, to pick good men to perform the tasks he wants done, and to exercise self-restraint

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<sup>8</sup>Harry J. Merigis, "Delegation in School Administration," The American School Board Journal, 144 (March 1962), 12.

<sup>9</sup>Dale Emmett Traylor, "The Delegation of Authority and Responsibility as Practiced by Junior College Chief Administrators" (unpublished Ed. D. dissertation, Colorado State College, 1967), p. 8.

<sup>10</sup>R. Alec Mackenzie, The Time Trap (New York: Amacom, 1972), p. 123.

<sup>11</sup>James G. March and Herbert A. Simon, Organizations (New York: John Wiley and Sons, Inc., 1958), pp. 40-41.

to keep from meddling with them while they do it.<sup>12,13</sup> Griffiths believes that the effectiveness of a chief executive is "inversely proportional to the number of decisions which he must personally make concerning the affairs of the organization."<sup>14</sup>

This view was supported by a study of 500 groups ranging from foundry gangs to bomber crews. Hemphill found that the good and excellent leaders were the ones who made the most use of the technique of delegation.<sup>15</sup>

In other research surveys it was disclosed that inability to delegate responsibility was a cause of executive failure.<sup>16,17</sup> The lack of consistent use of delegation by administrators may be due to its complexity or to a lack of understanding about its utilization.<sup>18</sup> Recent

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<sup>12</sup>Roald F. Campbell, "Application of Administrative Concepts to the Elementary Principalship," The National Elementary Principal, 44 (April 1965), 22.

<sup>13</sup>James J. Cribbin, Effective Managerial Leadership (New York: American Management Association, Inc., 1972), p. 191.

<sup>14</sup>Daniel E. Griffiths, Administrative Theory (New York: Appleton-Century-Crofts, 1959), p. 89.

<sup>15</sup>J. K. Hemphill, Situational Factors in Leadership (Columbus: Ohio State University, Bureau of Educational Research Monographs, Number 32, 1949), pp. 66-67.

<sup>16</sup>Ivan H. Linder and Henry M. Gunn, Secondary School Administration: Problems and Practices (Columbus, Ohio: Charles E. Merrill Books, Inc., 1963), p. 48.

<sup>17</sup>"The Mystery of Executive Talent," Business Week, May 21, 1955, p. 46.

<sup>18</sup>J. Foster Watkins, "Delegation: A Needed Ingredient for Effective Administration," The Clearing House, 46 (March 1972), 395.



studies by Mawdsley<sup>19</sup> and Vrooman<sup>20</sup> concluded that the delegative behavior of high school principals was not related to demographic data.

### Definition of Terms

The following definitions of terms were used in this study:

Delegation of Administrative Tasks--the claimed assignment of administrative duties by the elementary school principal to other members of his staff. The researcher acknowledges that there may be a difference between principals' claimed delegative behavior and their actual delegative behavior.

Administrative Tasks--specific tasks of an administrative nature which are either performed by the principal or delegated to other members of his staff, and as defined by Hencley, McCleary, and McGrath in their book, The Elementary School Principalship.<sup>21</sup>

Administrative Area--one of the major areas of school administration used in this study:

Instruction and Curriculum Development  
Staff Personnel  
Pupil Personnel  
Finance and Business Management

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<sup>19</sup>Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables."

<sup>20</sup>Theodore Herbert Vrooman, "The Perceptions and Expectations of Superintendents and their High School Principals with Regard to Leadership Style and Delegated Formal Task-Performance" (unpublished Ed. D. dissertation, Syracuse University, 1970).

<sup>21</sup>Stephen P. Hencley, Lloyd E. McCleary, and J. H. McGrath, The Elementary School Principalship (New York: Dodd, Mead, and Company, 1970), pp. 82-87.

School Plant and Services  
School-Community Relations

and as defined by Hencley, McCleary, and McGrath in their book, The Elementary School Principalship.<sup>22</sup>

School District--a legal entity created by the Michigan State Legislature for the purpose of operating and maintaining public education within the boundaries established by law.

Public Elementary School--a publically supported and controlled school within a public school district, which includes any combination of grades between kindergarten and grade six.

Principal--an employee of a school district who is certified as a professional educator in Michigan, to whom has been delegated the responsibility for the general regulation, direction, supervision, and coordination of the affairs of a school building(s); and who is assigned full-time to execute these functions.

School District Size--the number of students enrolled in all buildings within a school district as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Building Enrollment--the number of students enrolled in a building as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Number of Students Supervised--the number of students supervised by a principal, as recorded on official membership records for one or more buildings on the fourth Friday following Labor Day in 1973.

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<sup>22</sup>Ibid.

Staff--professional and nonprofessional personnel working within a school building.

Delegation of Administrative Tasks Survey--the instrument used in the study from which a measurement of delegation of administrative tasks was obtained.

Administrative Task Score--the response to one task on the Delegation of Administrative Tasks Survey.

Delegation Score--the mean score of all administrative task scores, excluding from the computation those tasks for which the principal indicated he was not responsible.

Administrative Area Score--the mean score of the specific task scores included within each of the six administrative areas, excluding from the computation those tasks for which the principal indicated he was not responsible. There are six administrative area scores:

Instruction and Curriculum Development

Staff Personnel

Pupil Personnel

Finance and Business Management

School Plant and Services

School-Community Relations

Small School District--a school district having less than 1499 students enrolled in all buildings as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Medium School District--a school district having between 1500 and 9999 students enrolled in all buildings as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Large School District--a school district having more than 10000 students enrolled in all buildings as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Small Building Enrollment--a building having less than 399 students enrolled as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Large Building Enrollment--a building having more than 400 students enrolled recorded on official membership records on the fourth Friday following Labor Day in 1973.

Small Number of Students Supervised--less than 399 students supervised by a principal in one or more buildings, as recorded on official membership records on the fourth Friday following Labor Day in 1973.

Large Number of Students Supervised--more than 400 students supervised by a principal in one or more buildings, as recorded on official membership records on the fourth Friday following Labor Day in 1973.

### Assumptions

The assumptions upon which this study is based are that:

1. the principals' responses to the Delegation of Administrative Tasks Survey represented their actual delegative behavior
2. the Delegation of Administrative Tasks Survey included the major tasks for which elementary principals are responsible
3. elementary principals from the sample were representative of the population of Michigan public elementary school principals, exclusive of the elementary principals of the city of Detroit

4. that Michigan Department of Education data, from which the sampling frame was designed, was accurate.

#### Limitations and Delimitations of the Study

Every study, by nature of its design, has inherent certain limitations as well as explicit delimitations which control its parameters.

1. This study was concerned with and confined to the delegation of administrative tasks by Michigan public elementary school principals to other members of their staffs, as related to selected variables. No attempt was made to investigate factors which might influence a principal to increase or decrease his delegative behavior, nor to evaluate the effectiveness of any given principal.

2. The research design of the study did not permit any causal relationships to be established between the delegation scores of Michigan public elementary school principals and the selected variables.

3. The study was limited to a sample of principals selected at random from the population of principals of Michigan public elementary schools, excluding those in the school system of the city of Detroit, which were administratively organized to include any combination of grades between kindergarten and grade six. This administrative organization was selected because of its common acceptance as a definition of the elementary school.

4. Elementary principals of the school system of the city of Detroit were excluded because of atypical characteristics of that school district.

5. The data interpretations were confined to the responsibilities included in the Delegation of Administrative Tasks Survey, to the population included in the survey, and to the selected variables.

6. The study was limited to the extent that elementary principals from the sample were representative of the population of Michigan public elementary school principals, exclusive of the elementary principals of the city of Detroit.

### Hypotheses

These hypotheses were tested in null terms at the .05 level of significance.

#### General Hypothesis I:

There will be a significant difference between female elementary principals and male elementary principals in the delegation of administrative tasks.

#### Operational Hypothesis H1a:

There will be a significant difference between the mean total delegation scores of female elementary principals and male elementary principals, as measured by the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H1b:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H1c:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H1d:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary

principals, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H1e:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H1f:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H1g:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

General Hypothesis II:

There will be a significant difference among elementary principals with varied levels of experience as a principal, in the delegation of administrative tasks.

Operational Hypothesis H2a:

There will be a significant difference among the mean total delegation scores of elementary principals in each level of experience, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2b:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Instruction and Curriculum development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2c:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2d:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2e:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2f:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2g:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

General Hypothesis III:

There will be a significant difference among elementary principals within small, medium, and large school districts in the delegation of administrative tasks.

Operational Hypothesis H3a:

There will be a significant difference among the mean total delegation scores of elementary principals within small, medium, and large school districts, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H3b:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H3c:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school



districts, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H3d:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H3e:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H3f:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H3g:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

General Hypothesis IV:

There will be a significant difference between elementary principals with small and large numbers of students supervised in the delegation of administrative tasks.

Operational Hypothesis H4a:

There will be a significant difference between the mean total delegation scores of elementary principals with small and large numbers of students supervised as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4b:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4c:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4d:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4e:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4f:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4g:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

General Hypothesis V:

There will be a significant interaction between small, medium, and large school districts and small and large numbers of students supervised in the delegation of administrative tasks by elementary principals.

Operational Hypothesis H5a:

There will be a significant interaction of mean total delegation scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5b:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5c:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5d:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5e:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5f:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5g:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

General Hypothesis VI:

There will be a significant difference between elementary principals who supervise one building and elementary principals who

supervise two or more buildings in the delegation of administrative tasks.

Operational Hypothesis H6a:

There will be a significant difference between the mean total delegation scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6b:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6c:

There will be significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6d:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6e:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6f:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H6g:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

#### General Hypothesis VII:

The delegation of administrative tasks by elementary principals will be greater in their least preferred administrative area than in their most preferred administrative area.

#### Operational Hypothesis H7:

The mean sub-scores of elementary principals' least preferred administrative areas will be greater than the mean sub-scores of their most preferred administrative areas, as measured by the Delegation of Administrative Tasks Survey.

### Endorsement of the Study

Realizing that the importance and scope of the research would be of interest to the Michigan Association of Elementary School Principals, the investigator requested its endorsement and support. The study plan was presented to the Executive Committee which gave its endorsement. The study was also explained to the Leadership Commission, which recommended to the Board of Directors that MAESP support the project. The Board endorsed and supported the study as a means of increasing knowledge about Michigan public elementary school principals.

A copy of the request may be found in Appendix A (pp. 195-199).

### Organization of the Thesis

This chapter has presented a statement of the problem, a statement of the purpose, the significance of the study, and the theory and research upon which the study is based. It also included

the definitions of terms, the assumptions and limitations of the study, the general and operational hypotheses, and the endorsement of the study.

In Chapters II and III, a review of related literature is presented. The review includes the development of the elementary school principalship, related studies of the elementary school principalship, and the theory of delegation in organizations.

In Chapter IV, the procedure and methodology of the study are presented. The detailed description includes the sample design, data collection, the instrumentation, and the statistical analysis treatment.

The results of the analysis of the data are presented in Chapter V.

In Chapter VI, the summary, discussion of the major findings, recommendations, and areas for further research are presented.

## CHAPTER II

### A REVIEW OF THE LITERATURE ON THE PRINCIPALSHIP

#### Foreword

A study concerning the elementary school principalship would be incomplete without a brief history of its development, and a discussion of the expanded role and duties of the modern elementary school principal. These accounts should provide the reader with a general background which will permit a better understanding of the author's research. The chapter also contains a resume of related studies of the elementary school principalship.

#### The Development of the Elementary School Principalship

The elementary school principalship, which is the most numerous of all posts in educational administration, has developed slowly. Emerging in response to the many clerical tasks which were necessitated by increases in school enrollments, the graded school, and an expansion of curricula and services, the principalship has gradually developed into a position of educational leadership which is "vested with large public trust and professional responsibility."<sup>1</sup>

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<sup>1</sup>Willard S. Elsbree, Harold J. McNally, and Richard Wynn, Elementary School Administration and Supervision (New York: American Book Company, 1967), p. 3.

## Historical Background

### Head Teacher

The typical school in the American colonies was a one room school with one teacher. The administrative duties were accomplished by either the teacher or the school board.

As towns and cities developed, and as more children enrolled in schools, multi-room and multi-teacher schools became common. It was then necessary to have a "head teacher," also called a "principal teacher" or "headmaster." "These early 'principals' represented an administrative convenience rather than positions of recognized leadership."<sup>2</sup> They "kept records of attendance and marks, saw that the rooms were clean, distributed classroom supplies, and rang the bell."<sup>3</sup>

Responsibilities of the "principal teacher" in Cincinnati were outlined in 1839 as follows:

1. To function as the head of the school charged to his care
2. To regulate the classes and course of instruction of all the pupils
3. To discover any defects in the school and apply remedies
4. To make defects known to the visitor or trustee of the ward or district if he were unable to remedy conditions
5. To give necessary instruction to his assistants
6. To classify pupils
7. To safeguard schoolhouses and furniture

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<sup>2</sup>Charles R. Spain, Harold D. Drummond, and John I. Goodlad, Educational Leadership and the Elementary School Principal (New York: Rinehart and Company, Inc., 1956), p. 24.

<sup>3</sup>M. Chester Nolte, An Introduction to School Administration: Selected Readings (New York: The Macmillan Company, 1966), p. 275.



8. To keep the school clean
9. To instruct assistants
10. To refrain from impairing the standing of assistants, especially in the eyes of their pupils
11. To require the cooperation of his assistants<sup>4</sup>

An 1859 school report of St. Louis stated:

There is to be one principal to each building, all the other teachers being assistants, also but one set of registers and reports to be taken charge of by the principal. The principal is to be particularly responsible for the deportment of the pupils while they are in the yard during the recesses and intermissions: he is also to have a general supervision over the whole school while in session, in matters of discipline and instruction.<sup>5</sup>

According to Elsbree, McNally, and Wynn, since the "head teacher" had a full teaching load, what time he had for administration was devoted usually to

. . . such pedestrian tasks as meting out punishment to misbehaving scholars, monitoring school facilities and equipment, keeping school records, and often performing such janitorial tasks as bringing in firewood, sharpening pen nibs, and cleaning lamp wicks. The principal teacher's usual qualifications for his job were that he was a man, taught the older children, had more seniority, or wielded the hickory stick with more conviction than his colleagues.<sup>6</sup>

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<sup>4</sup>Paul Revere Pierce, The Origin and Development of the Public School Principalship (Chicago: The University of Chicago Press, 1935), p. 12, quoted in Samuel Goldman, The School Principal (New York: The Center for Applied Research in Education, Inc., 1966), pp. 3-4.

<sup>5</sup>Ira Divoll, Fifth Annual (School) Report (City of St. Louis, 1859), p. 25, quoted in John E. Cooper, Elementary School Principalship (Columbus, Ohio: Charles E. Merrill Books, Inc., 1967), p. 5.

<sup>6</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 4.

"For this extra work, the head teacher or principal was given a higher salary, together with certain professional recognition that was denied the other teachers in the same school."<sup>7</sup>

### Teaching Principal

The inadequacy of the role played by the "head teacher" became evident with the growth and expansion of school programs, and with the establishment of graded schools in 1847. Time was needed to observe and train teachers, and to solve the problems inherent in the graded system such as promotion, evaluation, grouping, selection of textbooks, and development of curriculum.<sup>8</sup>

To enable the "head teacher" to meet these added responsibilities, superintendents in Boston, New York City, and Chicago hired teaching assistants in about 1860.<sup>9</sup> The "head teacher" was then relieved of part of his teaching duties, and became the "teaching principal."

This stage has been called the "opening wedge" in the elementary school principalship as it is known today.<sup>10</sup> Time was being given to the principal to perform administrative routines, but also

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<sup>7</sup>Roy A. Crouch, "The Status of the Elementary School Principal," Fifth Yearbook (Washington: The Department of Elementary School Principals, National Education Association, 1926), p. 208, quoted in Roscoe V. Cramer and Otto E. Domian, Administration and Supervision in the Elementary School (New York: Harper and Brothers, 1960), p. 360.

<sup>8</sup>Fred A. Snyder and R. Duane Peterson, Dynamics of Elementary School Administration (Boston: Houghton Mifflin Company, 1970), p. 8.

<sup>9</sup>Cooper, Elementary School Principalship, p. 5.

<sup>10</sup>Crouch, "The Status of the Elementary School Principal," p. 211, quoted in Cramer and Domian, Administration and Supervision in the Elementary School, p. 361.

so that he might provide assistance to his teaching staff to secure uniformity and efficiency in the graded plan.

Teaching principals were also given responsibilities for management of facilities, discipline of students and "inspection to determine conformity to requirements relative to the curriculum and teaching."<sup>11</sup>

Shuster and Stewart say that teaching principals accepted the new supervisory role. They cited a St. Louis report of 1869 which said that "supervision is easily given, and is most efficient in reducing the work of the lower grades to a common standard of excellence, and in the correction of false tendencies on the part of individual teachers."<sup>12</sup>

Pierce, however, felt that principals' behavior did not change in accordance with the new expectations.

The principals were slow individually and as a group to take advantage of the opportunities for professional leadership which were granted them. This tendency was especially marked during the period 1895-1910. The principalship was well established from an administrative point of view, and at that point, principals appeared content to rest. Except for sporadic cases, they did little to study their work, experiment with administrative procedures, or publish articles on local administration and supervision. The large body of them were satisfied to attend to clerical and petty routine, administering their schools on a policy of laissez faire. They generally entrenched behind their tenure rights and they usually hesitated to show vigorous leadership to their teachers who naturally were often as reactionary,

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<sup>11</sup>Spain, Drummond, and Goodlad, Educational Leadership and the Elementary School Principal, p. 25.

<sup>12</sup>Fifteenth Annual Report of the Board of Education of St. Louis (1869), p. 133, quoted in Albert H. Shuster and Don H. Stewart, The Principal and the Autonomous Elementary School (Columbus, Ohio: Charles E. Merrill Publishing Co., 1973), p. 29.

professionally, as the principals themselves. They were content to use "rule of thumb" procedures in dealing with supervision of instruction.<sup>13</sup>

Jacobson, Reavis, and Logsdon also said that only a few principals exerted creative leadership in the improvement of instruction. They added however:

Perhaps the principal should not be too greatly censured, for his shortcomings in supervisory work were not apparent before 1900 if he maintained proper discipline, kept the teachers uniformly covering the courses of study, and secured reasonable conformity to the methods favored in the central office.<sup>14</sup>

The teaching principalship was well established by 1900. Further evidence of the expanding nature of the job was the provision of regular custodial service and some clerical help. These services permitted him to attend to other school duties, but also increased his supervisory duties.

### Building Principal

The next stage in the evolution of the elementary principalship came with the appointment of building principals who were relieved of all teaching responsibilities. This move resulted from the acceptance by school officials of the desirability to have the principal devote his full time and energy to administrative concerns. It was an important advancement in professionalizing the principal's career, as it indicated he was responsible for the building and its

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<sup>13</sup>Pierce, The Origin and Development of the Public School Principalship, p. 21, quoted in Goldman, The School Principal, p. 5.

<sup>14</sup>Paul B. Jacobson, William C. Reavis, and James D. Logsdon, The Effective School Principal (New York: Prentice-Hall Inc., 1954), pp. 573-574.

activities, and he had been granted the time in which to carry out the duties.

The position was still primarily administrative in nature, as described by Cubberley:

As an administrator the principal stands responsible to the different authorities above him for successful administration of his unit in the school system--looks after all administrative details relating to janitors and their work, and the needs of the teachers, oversees the attendance and conduct and health of the pupils; orders and receives and often gives out supplies; has charge of all inventories and keeps up stock rooms, etc.<sup>15</sup>

Compulsory attendance laws had swelled the elementary school enrollments, which increased the principal's burden of policing student conduct. This development also prompted the "liberalization of the school curriculum to include not only the three R's but also learning more attuned to the everyday interests and needs"<sup>16</sup> of the students. This emphasis required administrators who could develop such a program. Their attention to the instructional program then tended to increase.

As society changed and demanded personality, character, and citizenship development, the principalship had to change to keep abreast. "A professional person was needed to know what the community needed and desired, with the ability to help the whole school staff to reach those objectives."<sup>17</sup>

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<sup>15</sup> Ellwood P. Cubberley, The Principal and His School (Boston: Houghton Mifflin Company, 1923), p. 39.

<sup>16</sup> Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 5.

<sup>17</sup> Shuster and Stewart, The Principal and the Autonomous Elementary School, p. 33.

### Department of Elementary School Principals

A major impetus toward the conception of elementary principals becoming full time educational leaders came in 1920 when a small group of principals who feared their positions might become that of glorified clerks, met and formed the Department of Elementary School Principals.<sup>18</sup> The organization gained national stature by affiliating with the National Education Association and began to urge principals to place greater emphasis on supervision of the instructional program and less on the administrative details of their work. At that time, the position of building administrator still operated largely from a mechanical point of view, and stressed the practical skills and techniques necessary to operate the schools.

The principalship became a topic of study in universities, and studies of the principal's job appeared in professional journals. These studies were mainly concerned with "the duties and functions of the school principal, the proper use of time in carrying out these functions, and the delegation of administrative functions to assistants."<sup>19</sup>

### Supervising Principal

The greatest advance in the role of the elementary school principalship has been made since supervision of the instructional program was designated as the chief duty of the principal. This assignment was delegated to the principal when the growth of school systems prevented superintendents from visiting classrooms.

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<sup>18</sup>Ibid., p. 30

<sup>19</sup>Goldman, The School Principal, p. 6.

Whereas supervision once meant "exhortation, inspection, and demonstration,"<sup>20</sup> it came to be perceived as a process by which principals provided "assistance in the development of better teaching-learning situations."<sup>21</sup> In the aftermath of the Great Depression and World War II, persistent social and economic problems of the 1930's and 1940's forced the school administrator into a broader concern for the interpersonal and cultural aspects of school administration. The work of Follett, Mayo, and Barnard affected the concept of educational leadership, and caused it to be viewed as "the art and science of coordinating the purposes and needs of the organization with those of the individuals who inhabit it."<sup>22</sup> Theories of leadership, society, and human relationships became important areas of study for those training to be school administrators.<sup>23</sup>

The principalship was now perceived as a position of both supervision and leadership. Cramer and Domian said: "The principal directs the entire program of teaching and guiding the whole child in the whole elementary school in the whole community."<sup>24</sup>

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<sup>20</sup>Cooper, Elementary School Principalship, p. 6.

<sup>21</sup>Kimball Wiles, Supervision for Better Schools (2nd ed.; Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1955), pp. 5-8.

<sup>22</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 7.

<sup>23</sup>Goldman, The School Principal, p. 8.

<sup>24</sup>Cramer and Domian, Administration and Supervision in the Elementary School, p. 73.

### Expanded Role and Duties

Accompanying the increased status for the elementary school principalship has been a corresponding increase in the duties and demands of the job. Snyder and Peterson say: "The elementary school administrator in charge of an elementary attendance center today has far more responsibility than the superintendent of a small district had a few years ago."<sup>25</sup> The job has new dimensions and new dilemmas. It is more demanding and complex. ". . . School principals must often wish they had the wisdom of a Minerva, the legal acumen of a Justice Holmes, and the diplomacy of a U Thant."<sup>26</sup>

In a recent interview with the editor of The National Elementary Principal, Goldhammer noted, "The good Lord himself couldn't perform all the roles that have been expected of elementary school principals."<sup>27</sup>

### Skill and Task Classifications

Katz said that administrators, in order to succeed, need:

- (a) sufficient technical skill to accomplish the mechanics of the particular job for which he is responsible
- (b) sufficient human skill in working with others to be an effective group member and to be able to build cooperative effort within the team he leads
- (c) sufficient conceptual skill to recognize the interrelationships of the various factors involved in his situation, which will

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<sup>25</sup>Snyder and Peterson, Dynamics of Elementary School Administration, p. 25.

<sup>26</sup>Elizabeth Mallory, "To Our Principal Partners," The National Elementary Principal, 51 (April 1972), 63.

<sup>27</sup>Paul L. Houts, "A Conversation with Keith Goldhammer," The National Elementary Principal, 53 (March, April 1974), 28.



lead him to take that action which achieves the maximum good for the total organization.<sup>28</sup>

Naylor and Traugher organized some of the new duties of principals into three categories: scheduled administrative responsibilities, unscheduled daily demands, and professional growth and leadership. Examples of each category are:

#### Scheduled Administrative Responsibilities

1. New state mandated instructional programs without additional resources (staff, instructional materials, supplies, equipment, etc.)
2. New state mandated testing programs--without additional staffing (qualified testers, released time to test, scheduling, etc.)
3. New federal and state programs for inner-city areas--without administrative or clerical support to handle paper work
4. Rising costs of education--without a corresponding increase in funding by the state and with local taxpayers often unwilling to support a tax rate increase

#### Unscheduled Daily Demands

1. Growing public interest in education which means increased principal-community involvement
2. Increasing number of police reports to be filed--school break-ins, child beatings, vandalism to teachers' cars
3. Providing instruction for children when no substitute teachers are available--one to two rooms per day in many inner-city schools
4. Channeling nonschool problems to the appropriate institution or governmental agency

#### Professional Growth and Leadership

1. Involving educators with legislators to make quality education relevant and available to children

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<sup>28</sup>Robert L. Katz, "Skills of an Effective Administrator," Harvard Business Review, 33 (January, February 1955), 42.

2. Keeping abreast of current technology and methodology in education
3. Being active in professional associations through which you can determine needs, plan corrections, and secure improvements from governing boards<sup>29</sup>

Another classification of the specific tasks that principals do or ought to do was patterned after a study was conducted by the Southern States Cooperative Program in Educational Administration (SSCPEA). Some of the critical tasks as formulated by SSCPEA are:

Critical Task Area: Instruction and Curriculum Development

1. Providing for the formulation of curriculum objectives
2. Providing for the determination of curriculum content and organization
3. Providing materials, resources, and equipment for the instructional program

Critical Task Area: Pupil Personnel

1. Initiating and maintaining a system of child accounting and attendance
2. Providing counseling and health services
3. Arranging systematic procedures for the continual assessment and interpretation of pupil growth

Critical Task Area: Staff Personnel

1. Providing for the recruitment, selecting, and assignment of staff personnel
2. Stimulating and providing opportunities for professional growth of staff personnel

Critical Task Area: Community-School Leadership

1. Determining the educational services the school renders and how such services are conditioned by community forces

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<sup>29</sup>Douglas H. Naylor and James V. Traugher, "As We See It," The National Elementary Principal, 47 (April 1968), 10-11.

2. Helping to develop and implement plans for the improvement of community life

Critical Task Areas: School Plant and School Transportation

1. Developing an efficient program of operation and maintenance of the physical plant
2. Providing for the safety of pupils, personnel, and equipment

Critical Task Area: Organization and Structure

1. Developing a staff organization as a means of implementing the educational objectives of the school program
2. Organizing lay and professional groups for participation in educational planning and other educational activities

Critical Task Area: School Finance and Business Management

1. Preparing the school budget
2. Accounting for school monies.<sup>30</sup>

Hencley, McCleary, and McGrath regard the elementary school principal as being involved in three phases of activity which encompass the school program and are subject to forces from the community, the profession, and the school.<sup>31</sup> They identify the levels of activity as technical management, organizational leadership, and broad policy making. Their formulation of administration in illustrative form is shown in Figure 1.

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<sup>30</sup>Charles F. Faber and Gilbert F. Shearron, Elementary School Administration (New York: Holt, Rinehart and Winston, Inc., 1970), pp. 212-213.

<sup>31</sup>Stephen P. Hencley, Lloyd E. McCleary, and J. H. McGrath, The Elementary School Principalship (New York: Dodd, Mead, and Company, 1970), p. 21.

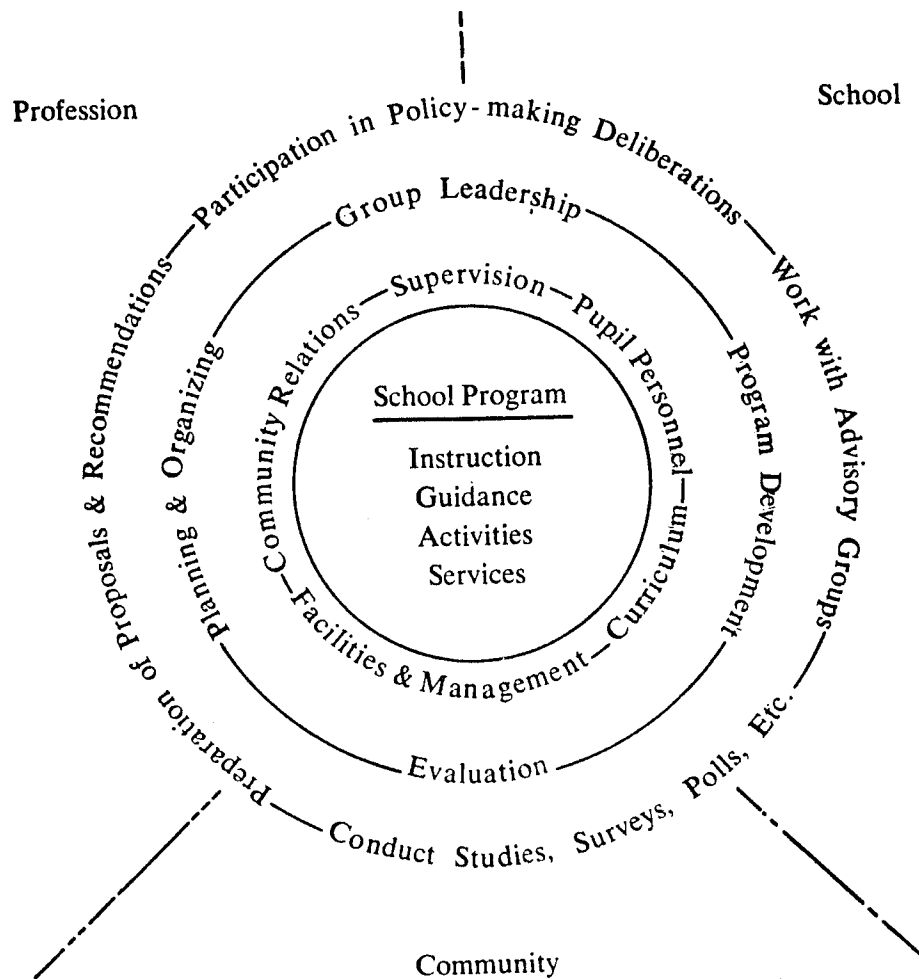


Figure 1.--Model of Administration for Elementary Schools. (as illustrated in Ibid.).

### Problems of Society

Today's principal is confronted with new problems emanating from the community and from society at large. Among these are integration, religion in the schools, unemployment, crime, vandalism, drug abuse, and changing behavior patterns of youth. The population shifts from rural to urban areas are also requiring principals to consider curriculum changes that will provide students with a background for urban living and varied vocational opportunities.<sup>32,33,34,35,36</sup>

### Influence by Government

Another problem faced by today's principal is to keep informed of the various federal aid programs and see that his school gets its fair share of federal government expenditures for education. This, along with legislation and state department of education directives, defines additional responsibilities for the elementary principal.<sup>37,38,39</sup>

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<sup>32</sup>Goldman, The School Principal, pp. 105-106.

<sup>33</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 10.

<sup>34</sup>Robin H. Farquhar and W. Michael Martin, "New Developments in the Preparation of Educational Leaders," Phi Delta Kappan, 54 (September 1972), 26.

<sup>35</sup>Frank D. Dorey, "The Principal in American Life Today," The National Elementary Principal, 47 (May 1968), 9.

<sup>36</sup>Roald F. Campbell, Edwin M. Bridges, John E. Corbally Jr., Raphael O. Nystrand, and John A. Ramseyer, Introduction to Educational Administration (Boston: Allyn and Bacon, Inc., 1971), pp. 70-72.

<sup>37</sup>Cooper, Elementary School Principalship, p. 391.

<sup>38</sup>Dorey, "The Principal in American Life Today," pp. 7-8.

<sup>39</sup>Spain, Drummond, and Goodlad, Educational Leadership and the Elementary School Principal, pp. 36-37, 40.

### Changes in the Elementary School

Expansion of the curriculum, changes in organizational groupings, and innovations in instructional materials and methods are areas about which today's principal is expected to be knowledgeable.

The modern elementary school curriculum has been broadened to include guidance services, health and safety education, foreign languages, conservation of resources, outdoor education, creative writing, family living, and education for world understanding. It affords opportunities in music, art, and science. Instruction in substance abuse and physical education, and observance of special days are legislative requirements in some states.<sup>40</sup> The public also expects the school to assume responsibility for children's mental health, and for their social and emotional adjustment.<sup>41</sup>

Organizational groupings in the elementary school are varied. "The easily administered, self-contained classroom is giving way to far more complicated arrangements, such as team teaching, nongradedness, and multi-age groups."<sup>42</sup>

Technology has affected instructional materials and methods. Programmed learning, television, language laboratories, teaching machines, and media centers emphasize the process of learning rather than the memorization of information. "These developments have brought

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<sup>40</sup>Ibid., p. 40.

<sup>41</sup>Faber and Shearron, Elementary School Administration, p. 340.

<sup>42</sup>Snyder and Peterson, Dynamics of Elementary School Administration, p. 15.

on problems of the reeducation of teachers, interpretation to parents, procurement of instructional materials and supplies, scheduling, and a host of others."<sup>43</sup>

### The Management Team

Another factor contributing to enlargement of the principal's role is participation in the administrative or management team. He is expected to assume a share of the responsibility for goal setting, for policy-making, for staff selection, and for budget preparation. He must adjust to teacher militancy and be skilled in the negotiations process. He must face the issues of accountability, teacher evaluation, deschooling, performance contracting, education for exceptional children, pre-school education, and year-round school.

In some communities, pressures exist for after-school and community-school activities. Coordination of these programs may be assigned to the elementary principal.<sup>44</sup>

### The Principal's Dilemma

Confronted with such a multiplicity of responsibilities and tasks, the elementary school administrator must decide how to allocate his time and energy. He must determine which of his many duties will have priority.

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<sup>43</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 13.

<sup>44</sup>Snyder and Peterson, Dynamics of Elementary School Administration, pp. 266-267.

### Use of Time

The principal must recognize that his time is important and that if he is to fulfill his role and meet his obligations, he must use it wisely. Drucker has said:

There may not be in the life of a busy administrator more than a few hours each week for which he can plan and which he can devote to the really important contributions he should make. All the more reason, therefore, to make sure that these hours are actually planned properly. Only by holding against each other the list of the truly important contributions and the time schedule can an administrator really make sure that the important things get done. If he either does not think through the contributions or does not know his time schedule, he is bound to give priority in time to the unimportant and to waste even the little time that is his to spend.<sup>45</sup>

Goldman recommends that in allocating his time properly, the school principal must:

1. clearly understand what his functions are
2. establish a set of priorities for completion of these functions
3. set a time schedule in light of these priorities
4. be flexible in adherence to this schedule while at the same time be resolved that only matters of importance will be allowed to contravene the previously established schedule.<sup>46</sup>

Rudman also urges school leaders to plan and manage their day, rather than react to it. Managing the day allows a principal to schedule classroom visits, appointments, and time for office details.<sup>47</sup>

Whereas the early principal was released from teaching duties to allow him the time to perform as an educational leader, the modern

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<sup>45</sup>Peter F. Drucker, "The Effective Administrator," National Association of Secondary School Principals Bulletin, 48 (April 1964), 162.

<sup>46</sup>Goldman, The School Principal, p. 36.

<sup>47</sup>Herbert C. Rudman, "The Principal's Day," The Michigan Elementary Principal, 42 (March 1968), 8, 23.



principal now finds himself "drowning in a sea of paper work."<sup>48</sup> This creates a conflict for him, and he questions which of his functions should have priority.

Hencley, et al., say "successful performance of his administrative duties will depend upon his ability to separate the crucial functions from those that are trivial."<sup>49</sup>

### Importance of Supervision

The roles of supervision and leadership are consistently emphasized in the literature, and are supported by the national and state associations of elementary school principals.<sup>50</sup>

In 1906, C. B. Gilbert wrote:

The encroachment of petty duties is insidious. The many little demands on the principal's time, calls for answering the telephone, and reports--always reports--are so insistent that, unless he is very watchful, more and more time will be given to them until he becomes that most ineffectual, that dearest of pedagogues, the office principal. Every superintendent knows him. He is always there in his chair, at his desk. Seldom can he be surprised away from his customary spot and if he is, he apologizes.<sup>51</sup>

Cubberley expressed a similar view in 1923:

Many principals give their time almost entirely to administrative duties and do little supervisory work, though the latter ought to be their most important function. . . . the supervision of instruction, . . . is the prime purpose of freeing the principal from teaching, and is the end and goal toward which the organization and administration of the school should tend.<sup>52</sup>

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<sup>48</sup>Arnold J. Keller, "Inside the Man in the Principal's Office," The National Elementary Principal, 53 (March, April 1974), 24.

<sup>49</sup>Hencley, McCleary, and McGrath, The Elementary School Principals, p. 71.

<sup>50</sup>Ibid., p. 69.

<sup>51</sup>S. Gordon Stewart, "The Principal's Efficiency as an Instructional Leader," Virginia Journal of Education, 60 (February 1967), 19.

<sup>52</sup>Cubberley, The Principal and His School, pp. 28, 43.

The same viewpoint was prevalent during the 1950's and 1960's. Principals were exhorted to view supervision of instruction as their dominant responsibility.<sup>53,54,55,56,57,58</sup>

Trask said, "Supervision has come to be defined as the most important role activity of the elementary school principal."<sup>59</sup>

Curtin agreed, reporting that:

. . . on the basis of certification standards, colleges and university training programs, and expert judgment of professors, superintendents, teachers, and principals themselves, supervision and curriculum development are most highly regarded as important elements of the principalship.<sup>60</sup>

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<sup>53</sup>George C. Kyte, The Principal at Work (Boston: Ginn and Company, 1952), p. 100.

<sup>54</sup>William V. Hicks and Marshall C. Jameson, The Elementary Principal at Work (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1957), p. 49.

<sup>55</sup>Edgar L. Morphet, Roe L. Johns, and Theodore Reller, Educational Administration (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1959), p. 285.

<sup>56</sup>Stuart E. Dean and Harold J. McNally, "Learnings Particularly Important for Elementary School Principals," paper prepared for the Seventh U.C.E.A. Career Development Seminar, November, 1962, p. 9, quoted in Curtin, Supervision in Today's Elementary School, p. 214.

<sup>57</sup>Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 22.

<sup>58</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 382.

<sup>59</sup>Anne E. Trask, "Principals, Teachers and Supervision: Dilemmas and Solutions," Administrator's Notebook, 13 (December 1964), 1.

<sup>60</sup>James Curtin, Supervision in Today's Elementary School (New York: The Macmillan Company, 1964), p. 212.

The emphasis on supervision and leadership continues in the 1970's, and has been upheld by university personnel<sup>61</sup> and by the Ohio Department of Education.<sup>62</sup> Campbell, et al., say, "Most educators would argue that the principal's basic responsibility should be directing the educational program of the school he leads."<sup>63</sup>

A resolution passed by the 1974 Delegate Assembly of the National Association of Elementary School Principals also supports this concept. It read, "NAESP believes that the elementary school principal is the primary instructional leader in the school community in which he serves."<sup>64</sup>

#### A Different View

This conception of the principalship has not been shared by all educators, however. Some stress the importance of accomplishing the daily routine duties. Hansford asserted that "unless [a principal] handles the more routine activities with a reasonable degree of adequacy he will not hold a job long enough to display his educational leadership."<sup>65</sup>

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<sup>61</sup>Houts, "A Conversation with Keith Goldhammer," p. 29.

<sup>62</sup>Minimum Standards for Ohio Elementary School (Columbus, Ohio: State Department of Education, 1970), p. 13 quoted in Shuster and Stewart, The Principal and the Autonomous Elementary School, p. 133.

<sup>63</sup>Campbell, Bridges, Corbally, Nystrand, and Ramseyer, Introduction to Educational Administration, p. 365.

<sup>64</sup>National Association of Elementary School Principals, Summary of the NAESP Delegate Assembly (Anaheim, California: n.p., April 30, 1974), p. 20.

<sup>65</sup>Byron W. Hansford, Guidebook for School Principals (New York: The Ronald Press Company, 1961), p. 8.

Keith, et al., acknowledged: "It is true that the real measure of a principal's worth is not found in the amount of effort he gives to routine. However, he can hardly be classed as an outstanding administrator if he pays little or no attention to routine."<sup>66</sup>

Harris maintained that "the typical school principal is much more a manager than an instructional leader."<sup>67</sup>

Hemphill, Griffiths, and Frederiksen pointed out that "administrative performance is much more than leadership and . . . when leadership is stressed to the exclusion of other aspects of administration, an incomplete picture is presented."<sup>68</sup>

Goldman also stresses the managerial functions:

Success in the performance of many managerial tasks is extremely vital to the success of the on-going school program. Teachers need supplies and materials, the building must be cared for, special service programs must be maintained, and many, many other tasks that, adjuncts to the program though they be, must nonetheless be carried out. . . . [The principal] must realize . . . that his successful accomplishment of the managerial aspects of the total school program is necessary to the success of this program. His role as principal encompasses these functions; he cannot abandon them.<sup>69</sup>

### Whereto?

The dilemma remains. The elementary school principal is trained to believe that he should be a supervisor and educational leader. He

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<sup>66</sup>Lowell G. Keith, S. Robert Infelise, and George J. Perazzo, Guide for Elementary School Administration (Belmont, California: Wadsworth Publishing Company, 1965), p. 5.

<sup>67</sup>Ben M. Harris, Supervisory Behavior in Education (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1963), p. 142.

<sup>68</sup>John K. Hemphill, Daniel E. Griffiths, and Norman Frederiksen, Administrative Performance and Personality (New York: Teachers College, Columbia University, 1962), p. 345.

<sup>69</sup>Goldman, The School Principal, p. 79.

also knows that managerial tasks must be fulfilled. He feels the press of time in trying to accomplish all facets of his job.

#### Assistance for the Principal

The principal's need for help is expressed clearly in the literature.

Jacobson, et al., said that principals do not have enough clerical assistance.<sup>70</sup> Nolte even suggested that "the advancement of . . . the principal is retarded by inadequate clerical assistance."<sup>71</sup>

A similar view was stated by Elsbree, et al.:

The current concept of professional leadership as the chief function of the principal requires not only that he be relieved of teaching responsibilities; he must be provided with assistance in taking care of the minor routine and administrative duties that would otherwise usurp a disproportionate part of his time.<sup>72</sup>

Goldhammer also comments, "We must give administrators time away from the pressing details of their office."<sup>73</sup>

#### Why the Principal Needs Help

The elementary school principal works within the constraints of physical energy and time. "It is physically impossible for a principal to do personally all of the things for which he has

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<sup>70</sup>Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 15.

<sup>71</sup>Nolte, An Introduction to School Administration: Selected Readings, p. 278.

<sup>72</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, p. 387.

<sup>73</sup>Houts, "A Conversation with Keith Goldhammer," p. 32.

responsibility."<sup>74</sup> Principals from small communities and urban areas alike, identify lack of time as one of their major problems.<sup>75,76</sup>

The major reasons given for the elementary principal's "lack of time" problem are the burden of administrivia, and the lack of help.

Hencley, et al., Elsbree, et al., and Shuster, et al., recognize that many details of office routine and the scope of administrative duties increase the principal's load.<sup>77,78,79</sup>

In a 1968 survey, lack of clerical help and lack of administrative help were cited by elementary principals as major hindrances to using more of their time for supervision and curriculum development.<sup>80</sup>

Educators reveal concern that principals with leadership expertise who receive good salaries from the taxpayers are bogged down with activities that could be performed by others with lesser

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<sup>74</sup>Hansford, Guidebook for School Principals, p. 8.

<sup>75</sup>"In Small Communities, the Principals Say . . . ," The National Elementary Principal, 32 (April 1953), 29-31.

<sup>76</sup>"In Big Cities, the Principals Say . . . ," The National Elementary Principal, 32 (February 1953), 31-32.

<sup>77</sup>Hencley, McCleary, and McGrath, The Elementary School Principalship, p. 242.

<sup>78</sup>Elsbree, McNally, and Wynn, Elementary School Administration and Supervision, pp. 388-389.

<sup>79</sup>Shuster and Stewart, The Principal and the Autonomous Elementary School, pp. 269, 334.

<sup>80</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-eighth Yearbook (Washington, D.C.: Department of Elementary School Principals, 1968), pp. 51-52.

professional competency. They are calling for principals to "act like an educational leader,"<sup>81</sup> and to spend more time "with learning and teaching."<sup>82</sup>

The size of a school is another factor brought forward by Goldman and Hackman as a reason for the principal needing help.<sup>83,84</sup>

### Forms of Assistance

The most common form of assistance for the elementary school principal is the school clerk. "Unquestionably, a secretary is the best 'device' for saving time that the principal can have."<sup>85</sup> She can handle many routine matters of non-instructional nature.

Faber and Shearron suggest that there is a trend toward increased employment of an assistant administrator in elementary schools, particularly in the larger schools in metropolitan areas. This person is usually called an assistant principal or vice principal and fits into one of three categories.

1. The substitute principal . . . who serves only when the principal is absent and has no real administrative or leadership duties

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<sup>81</sup>Myra H. Nissen, "Table Talk with Albert Shanker," The National Elementary Principal, 53 (March, April 1974), 46.

<sup>82</sup>Jarvis C. Wotring, "Principals and Accountability," Michigan School Board Journal, 20 (January 1974), 27.

<sup>83</sup>Goldman, The School Principal, p. 19.

<sup>84</sup>Thomas Hackman, "The Assistant Principalship," The National Elementary Principal, 42 (February 1963), 36.

<sup>85</sup>Robert L. Nash, "Good Office Help," The National Elementary Principal, 33 (May 1954), 27.

2. The disciplinarian . . . who handles student discipline cases and has few other administrative duties
3. The deputy principal . . . who is considered a member of the administrative team and shares the principal's responsibilities<sup>86</sup>

Other sources of aid for the principal which have been tried include staff personnel to assist the principal with supervising instruction, and a building manager<sup>87</sup> who functions similarly to an assistant principal.

### Recommendations

Various suggestions have been made relating to the amount of help that the elementary school principal should have. In 1948, the Editorial Committee of the Department of Elementary School Principals recommended that every elementary school have at least part-time clerical assistance, that a school of 400 pupils have a full-time clerk, and that a school of 800 pupils have two full-time clerks.<sup>88</sup>

Stoops and Johnson support this proposed ratio.<sup>89</sup>

Jacobson, et al., advocated one clerk for each twenty teachers in the elementary school.<sup>90</sup>

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<sup>86</sup>Faber and Shearron, Elementary School Administration, pp. 252-253.

<sup>87</sup>Mary McPhee, "Building Manager Manages to Free Building Principal," School Management, 16 (October 1972), 36.

<sup>88</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-seventh Yearbook (Washington, D.C.: Department of Elementary School Principals, 1958), p. 76.

<sup>89</sup>Emory Stoops and Russell E. Johnson, Elementary School Administration (New York: McGraw-Hill Book Company, 1967), p. 214.

<sup>90</sup>Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 572.



Michigan principals recommended a somewhat higher proportion in 1968, reflecting the need for additional support due to their increased and more complex responsibilities. They prescribed that a second clerk be employed when the school enrollment exceeds 450, that a third one be hired when it surpasses 750, and another if it reaches an enrollment of 1,500.<sup>91</sup>

Contemporary professionals are calling for the use of at least one full-time assistant, in addition to clerical services, with whom the elementary school principal may share his responsibilities.

Whenever the principal is not available in his office, there should be someone readily available to act as principal or as assistant principal--to meet callers, to take care of matters coming in over the telephone, to handle situations in the classroom, and to cope with emergencies and situations in which pupils come to the office.<sup>92</sup>

Some authorities believe that any school with over 200 students should have a part-time assistant, and that in a school of over 700 students, more than one full-time assistant to the principal is needed.<sup>93</sup>

Michigan principals recommended one assistant principal for a school with a student enrollment between 750 and 1,500, and a second assistant when the number of students exceeds 1,500.<sup>94</sup>

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<sup>91</sup>Michigan Association of Elementary School Principals and Michigan Association of Secondary School Principals, "Guidelines for Michigan Principals" (East Lansing, Michigan, 1968), p. 29.

<sup>92</sup>Harl R. Douglass, Modern Administration of Secondary Schools (Boston: Ginn and Company, 1963), p. 28.

<sup>93</sup>Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer, Introduction to Educational Administration (Boston: Allyn and Bacon, Inc., 1966), p. 403.

<sup>94</sup>Michigan Associations of Elementary and Secondary Principals, "Guidelines for Michigan Principals," p. 29.

Other educators have suggested that an educational business manager could coordinate activities relating to the business aspects of the school,<sup>95</sup> and that curriculum co-ordinators<sup>96</sup> and school-community directors<sup>97</sup> could assume other responsibilities traditionally assigned to the elementary principal.

### The Future

The purpose of elementary school administration, the facilitation of teaching and learning, is not expected to change.<sup>98</sup> The nature of the job, however, is expected to change and the principal is predicted to be "buffeted with even greater pressures."<sup>99</sup>

He must keep abreast of new developments in the elementary school program, serve as a "catalyst for educational change rather than as the guardian of stability in his school"<sup>100</sup> and "become a kind of social engineer"<sup>101</sup> who is thoroughly prepared in social science and human behavior. "Altogether, the elementary principalship of 1980 will be a more professionally demanding position than it is today."<sup>102</sup>

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<sup>95</sup>Francis P. Hunkins, "New Identities for New Tasks," Educational Leadership, 29 (March 1972), 505.

<sup>96</sup>Nolte, An Introduction to School Administration: Selected Readings, p. 278.

<sup>97</sup>Faber and Shearron, Elementary School Administration, p. 374.

<sup>98</sup>Ibid.

<sup>99</sup>Cooper, Elementary School Principalship, p. 401.

<sup>100</sup>Keller, "Inside the Man in the Principal's Office," p. 26.

<sup>101</sup>Cooper, Elementary School Principalship, p. 12.

<sup>102</sup>William D. Southworth, "The Elementary School Principalship--1980," The Clearing House, 46 (November 1971), 140.

### Summary

The elementary school principalship has developed slowly. The "head teacher" during colonial times had a full teaching load and handled a few administrative duties. This position became inadequate with the establishment of graded schools in the mid-1800's. Time was needed to observe and train teachers and to develop curriculum. Thus, the "head teacher" was relieved of a portion of his teaching duties and was named a "teaching principal." By 1900, the teaching principalship was well established. School officials then recognized the desirability of a principal devoting his full time and energy to administrative concerns, and relieved the "teaching principal" of all teaching responsibilities. This new position of "building principal" was primarily administrative in nature. A major impetus toward the conception of elementary principals becoming instructional leaders came in 1920 when the Department of Elementary School Principals was formed. The principalship then became a topic of study in universities and in professional journals. When the growth of school systems required superintendents to delegate supervision of instruction to the principal, the "supervising principal" emerged to work directly with staff to improve curriculum.

Accompanying the new role of "supervising principal" has been an increase in the duties and demands of the job. A principal must have technical, human, and conceptual skills. He must respond daily to scheduled and unscheduled responsibilities. He must be prepared to fulfill tasks associated with curriculum, pupil personnel, staff, community leadership, transportation, and finance. The school

administrator now faces new problems and issues which are reflected by society and legislated by governmental agencies. Expansion of the elementary curriculum, changes in organization and methodology, and participation in the management team are additional areas about which today's principal must be knowledgeable.

Confronted with multiple tasks and responsibilities, the elementary school administrator has a dilemma. He must determine which of his duties will have priority and how he will allocate his time. Educators concur that the principal must be able to separate the important functions from the trivial. The dominant responsibility of the principal, as consistently revealed in the literature, is supervision of instruction. Some educators disagree and stress the importance of accomplishing daily routine details.

Some help is available for the principal to meet his dilemma. The most common form of assistance is the school clerk or secretary who can handle many routine matters of non-instructional nature. Another form of help, particularly in larger schools in metropolitan areas, is an assistant administrator with whom the principal may share his responsibilities. Other educators have suggested that a business manager, a curriculum coordinator, and a school-community director could relieve the principal of some of his responsibilities.

The elementary school principal of the future will encounter different and greater pressures. This position will become even more demanding than it is today.

### Related Studies of the Elementary School Principal

The elementary school principalship has been the subject of numerous research studies. Investigators have sought to define the responsibilities of the elementary school principal, to determine the amount of time he allocates to major functions, and to identify the type of assistance provided for him.

#### Role and Duties

Many efforts have been made during this century to analyze the role and duties of the elementary school principal. Studies were made in the early 1900's, in the middle 1900's, and by the Department of Elementary School Principals.

#### Early 20th Century

Boggs, after studying school board regulations pertaining to responsibilities of the principal in thirty selected cities, found more than five times as many rules and regulations for clerical and routine duties as for specific supervisory duties. He complained:

It appears that in the judgment of most school boards and superintendents, principals are not mainly officers of professional supervision, but rather odd-job and clerical workers whose business it is to keep the machinery well-oiled and smoothly running while other people perform the higher professional functions.<sup>103,104</sup>

This view was not shared by education professors. In 1919-1920, they ranked the functions of the elementary school principal in

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<sup>103</sup>Cubberley, The Principal and His School, p. 42.

<sup>104</sup>J. Boggs, "School Board Regulations Concerning the Elementary School Principal," Elementary School Journal, 20 (June 1920), 730-742, quoted in Cooper, Elementary School Principalship, pp. 3-4.

order of importance as supervision of teaching, administration, community leadership, professional study, and clerical work.<sup>105</sup>

A similar priority of functions was shown in an early study of 658 principals by Dyer.

The activities rated of greatest importance and performed by 75 percent of the principals reporting were:

1. discusses general principles of teaching
2. discusses special methods
3. suggests how to adapt methods to individual differences
4. suggests how to improve pupils' attitudes
5. suggests how to improve study habits
6. suggests how to improve lesson plans
7. suggests remedial procedure for weak pupils
8. suggests how to organize routine work
9. holds individual and group conferences<sup>106</sup>

#### 1950-1970

Dean concluded from a study of elementary principals in 555 urban places that administrators are "very definitely oriented to the necessity for improvement of the quality of instruction in our schools." The respondents in his survey viewed supervision of instruction as the leading priority and cause of concern.<sup>107</sup>

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<sup>105</sup>Worth McClure, "The Functions of the Elementary School Principal," Elementary School Journal, 21 (March 1921), 505-514, quoted in Cooper, Elementary School Principalship, p. 3.

<sup>106</sup>William P. Dyer, Activities of the Elementary School Principal for the Improvement of Instruction (Teachers College, Columbia University, 1927), Chapter IV, quoted in Department of Elementary School Principals, The Elementary School Principalship, The Seventh Yearbook (Washington, D.C.: Department of Elementary School Principals, 1928), p. 196.

<sup>107</sup>Stuart E. Dean, Elementary School Administration and Organization (Washington, D.C.: U. S. Department of Health, Education, and Welfare, 1960), pp. 99-100, 109.

The opinion is also shared by laymen, professors, teachers and superintendents. Schmaus found "close agreement" in their concern for including training for supervisory activities in a principal's preparation program.<sup>108</sup>

Similar findings were revealed by Duneer and Skov. They asked professors and superintendents to rank the important elements of the elementary school principalship. There were 93 percent of the professors and 92 percent of the superintendents who responded that the major emphasis in training programs for the principalship should be on supervision and curriculum development.<sup>109</sup>

Zimmerman's study of the duties of elementary school principals in Minnesota found some differences in how principals perceive their functions. Principals in metropolitan areas attached more importance to supervision than did principals from suburban areas or rural and small communities.<sup>110</sup>

Gross and Herriott also found an emphasis on instructional leadership in their interviews of 175 elementary principals in forty

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<sup>108</sup>Roger G. Schmaus, "A Survey Study Examining the Opinions Held by Laymen, College Professors, Teachers, and Superintendents as to What an Elementary School Principal's Preparatory Program Should Be" (unpublished Master's thesis, University of Minnesota, 1959), p. 31, quoted in Curtin, Supervision in Today's Elementary School, p. 211.

<sup>109</sup>Virgil Duneer and Kenneth Skov, "A Questionnaire Study Comparing the Attitudes of School Superintendents with those of Professors of Education in the Selection and Preparation of Elementary School Principals" (unpublished Master's thesis, University of Minnesota, 1959), quoted in Curtin, Supervision in Today's Elementary School, p. 212.

<sup>110</sup>Roger M. Zimmerman, "A Survey of the Duties of Elementary School Principals in Minnesota" (unpublished Master's thesis, University of Minnesota, 1959), quoted in Curtin, Supervision in Today's Elementary School, pp. 210, 215.

large school systems in all regions of the United States. All but 3 percent of the principals said that "working on the improvement of the curriculum" is of "great importance" as a part of their job.<sup>111</sup>

Another study of the relative importance of the tasks which constitute the elementary school principalship was conducted in North Carolina. Professors, superintendents, elementary school teachers, and elementary principals ranked sixty-four tasks in order of importance. Although the professors, superintendents, and principals rated supervising the instructional program as the most important of all tasks, the teachers ranked it in fifth place. Tasks of a clerical, routine, or "housekeeping" nature were ranked as least important.<sup>112</sup>

#### Department of Elementary School Principals Surveys

The Department of Elementary School Principals periodically investigates the duties being performed by elementary principals, and has reported in 1928, 1948, 1958, and 1968 the consistent belief that supervising elementary principals, even though allotting more time to supervision than any other function, except in 1968 when an equal amount

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<sup>111</sup>Neal Gross and Robert E. Herriott, Staff Leadership in Public Schools: A Sociological Inquiry (New York: John Wiley and Sons, Inc., 1965), pp. 2, 100-101.

<sup>112</sup>Ted Byron Shoaf, "A Study of the Relative Importance of the Tasks of the Elementary School Principalship As Seen By Elementary School Principals, Teachers, Their Superintendents, and Professors of Educational Administration" (unpublished Ed. D. dissertation, University of North Carolina at Chapel Hill, 1967).



of time was reportedly spent on administration and supervision, would like to give more time to that phase of their work.<sup>113,114,115,116</sup>

### Time Allocation

#### Perception by Principals

Gross and Herriott, in their 1960-61 study, asked principals, "How do you feel about the amount of time you devote to this activity?" Fifty-two percent of the 172 elementary school principals responded that "managing the school office" required too much of their time. Of fifteen items, to which the principals indicated spending too much time, none related to improving staff performance.<sup>117</sup>

A recent nation-wide survey found elementary school principals expressing "lack of time" as their greatest hindrance to adequate supervision and to engagement in or utilization of research.<sup>118</sup>

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<sup>113</sup>Department of Elementary School Principals, The Elementary School Principalship, The Seventh Yearbook, pp. 205, 207.

<sup>114</sup>Department of Elementary School Principals, The Elementary School Principalship--Today and Tomorrow, Twenty-seventh Yearbook (Washington, D.C.: Department of Elementary School Principals, 1948), p. 90.

<sup>115</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-seventh Yearbook, p. 98.

<sup>116</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-eighth Yearbook, p. 51.

<sup>117</sup>Gross and Herriott, Staff Leadership in Public Schools: A Sociological Inquiry, pp. 102-103.

<sup>118</sup>Gerald Becker, R. Withycombe, F. Doyel, E. Miller, C. Morgan, L. DeLoretto, and B. Aldridge, Elementary School Principals and Their Schools (Eugene, Oregon: University of Oregon, Center for the Advanced Study of Educational Administration, 1971), pp. 47, 59.

### Allocation to Functions

Other research indicates the actual use of time by principals. An early investigation by McMurry disclosed that two-thirds of the principal's time was spent in managerial duties. The study included eighty-one New York elementary school principals.<sup>119</sup> Time records from forty-three Seattle, Washington, principals during 1919-1920 revealed that principals spend one-third more time in administration than in supervision, and that they devoted only 8 percent as much time to clerical duties as they did to supervision.<sup>120</sup> Hampton used data from time diaries kept by 130 elementary school principals to determine the amount of time allocated to different functions. He discovered that 65 percent of their time was spent on administrative tasks, 20 percent on supervision, 8 percent on clerical duties, and 7 percent on teaching and other duties.<sup>121</sup>

Time diaries were also used in a study of sixty-seven elementary school principals in and near Baltimore. They too spent more time on administrative duties than on supervision.<sup>122</sup> The practice

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<sup>119</sup>F. M. McMurry, Elementary School Standards (Yonkers-on-Hudson: World Book Co., 1914), quoted in Cooper, Elementary School Principalship, p. 3.

<sup>120</sup>Dyer, Activities of the Elementary School Principal for the Improvement of Instruction, Chapter IV, quoted in Department of Elementary School Principals, The Elementary School Principalship, The Seventh Yearbook, p. 196.

<sup>121</sup>Department of Elementary School Principals, The Elementary School Principalship, The Seventh Yearbook, pp. 182-183, 206, 507.

<sup>122</sup>Ida V. Flowers, "The Duties of the Elementary School Principal," The Elementary School Journal, 27 (February 1927), 414-422, quoted in Department of Elementary School Principals, The Elementary School Principalship, The Seventh Yearbook, p. 506.

of spending more time on managerial or operational functions was again noted in the 1950's. Fitch found that supervising principals in Pennsylvania spent 53 percent of their time on such activities.<sup>123</sup>

Other research indicates that principals failed to apportion their time as they recommended.<sup>124</sup> Some admitted to spending less time observing classrooms than was specified by their superintendents.<sup>125</sup> Others, according to a survey by Jennings, were devoting most of their time to organizing and managing their schools. Forty percent of them, however, would have liked to spend more time in program development and curriculum. Only 14 percent of the responding principals indicated satisfaction with their time allotment.<sup>126</sup>

### Recommendations

Recommendations vary concerning the elementary school principal's allocation of his time among the various functions of the principalship. University professors in the 1919-1920 McClure study advised this distribution of time:

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<sup>123</sup>George E. Fitch, "A Survey of Administrative Operational Techniques Used by Supervising Principals in Pennsylvania" (unpublished Ph.D. dissertation, Pennsylvania State College, 1953), quoted in Daniel E. Griffiths, Human Relations in School Administration (New York: Appleton-Century-Crofts, Inc., 1956), p. 134.

<sup>124</sup>Bernice Cooper, "An Analysis of the Quality of the Behaviors of Principals as Observed and Reported in Six Critical Incident Studies," The Journal of Educational Research, 56 (April 1963), 410-412.

<sup>125</sup>Trask, "Principals, Teachers and Supervision: Dilemmas and Solutions," pp. 1, 4.

<sup>126</sup>James Maxwell Jennings, "The Elementary School Principalship in Michigan" (unpublished Ph.D. dissertation, Michigan State University, 1972), pp. 176-177, 219-220.

Supervision of instruction . . . . .	40 percent
Administrative duties . . . . .	20
Community leadership . . . . .	15
Professional study . . . . .	11
Clerical work . . . . .	10 <sup>127</sup>

Current recommendations emanate from practicing principals.

Two nearly identical studies of actual and ideal time allotments were made a decade apart. The 1958 study was conducted in Michigan; the 1968 study was implemented in California. In those studies, the elementary principals surveyed suggested the following percentages for allocation of time:

	1958	1968
Curriculum and instructional leadership	28	31
Personnel guidance	17	18
School-Community relations	15	12
Administrative responsibility	14	14
Evaluation Responsibility	15	14
Professional Improvement	11	11 <sup>128</sup>

How principals actually spend their time on the job, however, does not match perfectly with the prescribed role priorities.

#### Department of Elementary School Principals Surveys

Repeated comprehensive studies by the Department of Elementary School Principals have indicated discrepancies between a supervising principal's actual and ideal time allotment. Their data in rounded percentage figures, follow:

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<sup>127</sup>Cubberley, The Principal and His School, pp. 42-43.

<sup>128</sup>Joseph Melton, "Role Perceptions of the Elementary School Principalship," The National Elementary Principal, 50 (February 1971), 40-41.

	<u>1928</u>		<u>1948</u>		<u>1958</u>		<u>1968</u>	
Function	Actual	Ideal	Actual	Ideal	Actual	Ideal	Actual	Ideal
Administration	30	25	29	24	30	25	30	24
Supervision	34	51	39	55	35	49	38	53
Clerical	18	6	15	4	14	4	14	4
Teaching	4	6	2	3	3	2	4	4
Community								129,130,
Activities and								131,132
Other Duties	14	12	15	15	18	20	13	16

It can be noted that most principals spend over one-half of their time on non-instructional duties, although they would ideally recommend expending that much time exclusively on supervisory activities. There is evidence of only a minor shift in the relationship of time for performing major functions of the elementary school principalship.

#### Assistance for the Principal

##### Clerical Service

The Department of Elementary School principals surveyed approximately 2,500 elementary principals for the 1968 research study of the elementary principalship. Responses showed that 70 percent of the supervising principals had one or more full-time secretaries, while 12.2 percent had one-half a secretary, and 8.7 percent had no clerical

<sup>129</sup>Department of Elementary School Principals, The Elementary School Principalship, The Seventh Yearbook, pp. 205-207.

<sup>130</sup>Department of Elementary School Principals, The Elementary School Principalship--Today and Tomorrow, Twenty-seventh Yearbook, p. 90.

<sup>131</sup>Department of Elementary School Principals, The Elementary School Principalship--Research Study, Thirty-seventh Yearbook, p. 98.

<sup>132</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-eighth Yearbook, p. 51.

assistance.<sup>133</sup> This indicated some improvement since 1958, when a survey by the same organization disclosed that 23 percent had no clerical help, 19 percent had half-time help, and 58 percent had at least one full-time clerk.<sup>134</sup>

Becker, et al., concluded from a recent nation-wide survey of elementary school principals that "usually secretarial assistance is inadequate to efficiently handle the work load. Thus the principal usually is required to spend a large part of his time on routine clerical and secretarial chores."<sup>135</sup>

#### Assistant Principal

A view mentioned by 21 percent of the college and university representatives in the same study was:

The principal will find an even greater need for supportive specialized staff to help him if he is ever to assume administrative leadership. Such staff could well take over many of the detail roles that the principal now assigns for himself.<sup>136</sup>

One type of support, the full-time assistant principal is not prevalent in elementary schools. According to the 1968 Department of Elementary School Principals survey, the position is clearly related to the size of the school system. In the large school systems, defined as 25,000 or more pupils, 24.2 percent of the supervising principals had full-time assistants. The over-all average, however,

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<sup>133</sup>Ibid., pp. 70-71.

<sup>134</sup>Ibid., p. 141.

<sup>135</sup>Becker, et al., Elementary School Principals and Their Schools, p. 12.

<sup>136</sup>Ibid., p. 160.

was 9.8 percent. At least nine out of ten supervising elementary school principals did not have this form of help.<sup>137</sup>

The major functions of an assistant principal vary. Fifty-eight percent of the supervising principals who had assistants said that the assistant's major function was to serve as a general administrator and to work with all types of problems. Twenty percent of the assistant principals specialized in supervision and curriculum, 13 percent gave major time to pupil personnel, and 6 percent were limited to administrative and clerical tasks.<sup>138</sup>

#### National Survey of Assistant Principals

A separate study of the assistant principalship in public elementary schools was conducted by the National Association of Elementary School Principals in 1969. Assistant principals included in the survey were from school systems having a minimum of 3,000 students, and were generally found in school buildings having large student enrollments and large faculties.

Only 6.9 percent of the assistant principals were employed in schools of less than 400 students and 19.8 percent were working in schools having an enrollment between 400 and 700 students. Nearly 36 percent of the assistant principals were located in schools having between 700 and 1,000 students. Another 37.7 percent were employed

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<sup>137</sup>Department of Elementary School Principals, The Elementary School Principalship--A Research Study, Thirty-eighth Yearbook, pp. 72-73.

<sup>138</sup>Ibid., pp. 73-74, 141.

in elementary schools exceeding an enrollment of 1,000. The median enrollment was 875 students.<sup>139</sup>

The median number of full-time teachers, in the schools where assistant principals were employed, was thirty-one for the total sample of respondents. It ranged from nineteen teachers for schools with enrollments of 700 or less to forty-three teachers in schools with 1,000 or more students.<sup>140</sup>

More than 45 percent of the assistant principals surveyed characterized the school neighborhood as below average economically. Forty percent thought it was average, and only fourteen in a hundred assistant principals reported their school neighborhood to be above average.<sup>141</sup>

Regular teaching duties were not assigned to nearly 70 percent of the assistant principals. Fifteen percent of the assistant principals, however, were assigned to regular teaching for at least 60 percent of their work week.<sup>142</sup>

The assistant principals' mean time allotment to other major functions was:

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<sup>139</sup>National Association of Elementary School Principals, The Assistant Principal in Public Elementary Schools--1969, A Research Study (Washington, D.C.: National Association of Elementary School Principals, 1970), pp. 31-32.

<sup>140</sup>Ibid., pp. 33-34.

<sup>141</sup>Ibid., pp. 34-35.

<sup>142</sup>Ibid., pp. 40-41.



Clerical and Administrative duties	46 percent	
Supervision and Curriculum Development	25	
Community Work	5	
Self-improvement	4	143

The major responsibility reported most frequently was pupil personnel.<sup>144</sup>

When asked for their recommendations on the school size that requires a full-time assistant principal, the total sample recommended a median of 600 pupils. The smallest estimate was 25 and the largest was 2,000. In general, they favored appointment of persons to their type of position at a lower point in school size than was reported as now being practiced.<sup>145</sup>

Over half of the assistant principals, 52.9 percent, indicated that their duties were determined cooperatively with their principals, in advance of their employment; and 71.4 percent said that they had enough authority to carry out their assignments with efficiency and satisfaction.<sup>146</sup>

Only 12.1 percent of the respondents reported the unwillingness of the principal to delegate work, as being a hindrance to his efficient functioning. This hindrance was given with more frequency as the enrollment of the school increased.<sup>147</sup>

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<sup>143</sup>Ibid., pp. 41-47.

<sup>144</sup>Ibid., p. 55.

<sup>145</sup>Ibid., pp. 32-33.

<sup>146</sup>Ibid., pp. 56-58.

<sup>147</sup>Ibid., pp. 58-59.

### Summary

The role and duties of the elementary school principal have been the subject of numerous research studies. In the early 20th century, Boggs found that principals were routine and clerical workers, rather than supervisors of teaching. The latter role was espoused by education professors. Surveys conducted from 1950-1970 indicated that principals, professors, superintendents, and laymen viewed supervising the instructional program as the leading priority for the elementary school administrator. Principals reported they would like to devote more time to supervisory functions.

The allocation of a principal's time to his various functions has also been studied. Principals responded that they lacked time for supervision, and time diaries revealed that about two-thirds of a principal's time was spent on administrative tasks. Other research found that principals failed to apportion their time as they recommended. Most elementary school administrators spend over one-half of their time on non-instructional duties, although they would ideally recommend expending that much time exclusively on supervisory activities.

The major assistance provided to the elementary principal is a secretary. About four out of five supervising principals had a full-time secretary in 1968. Another type of support, the full-time assistant principal, was available in 1968 to only about ten percent of the supervising principals. The assistant was generally found in school buildings having large student enrollments and large faculties, and reported his major functions to be pupil personnel and general administrative duties.

## CHAPTER III

### A REVIEW OF THE LITERATURE ON DELEGATION

#### Foreword

This chapter includes a discussion of the theory of delegation in organizations, guidelines for its use by administrators, and a summary of research studies involving delegation. These descriptions should give the reader an understanding of delegation as it was used in this study.

#### Delegation in Organizations

Delegation is not a new idea. Its history can be traced as far back as biblical times. Moses had led his people out of bondage in the land of Egypt into temporary asylum near the margin of freedom. There were problems of organization with such a large number of people, and Moses worked hard to bring unity among them. He asked Jethro, his father-in-law, for advice. Moses heeded his counsel and:

chose able men out of all Israel, and made them heads over the people, rulers of thousands, rulers of hundreds, rulers of fifties, and rulers of tens. And they judged the people at all seasons: the hard cases they brought unto Moses, but every small matter they judged themselves.<sup>1</sup>

There has been substantial agreement in this country on the desirability of using delegation as an administrative technique or

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<sup>1</sup>Exodus 18: 25-26.

management practice. Mooney included delegation in his list of five "principles of organization."<sup>2</sup> Although it has been frequently noted that delegation can increase the efficiency of executives, leaders often admit that they do not use the method extensively.<sup>3,4</sup>

### Theoretical Base

The concept of delegation has been discussed frequently in the literature on organizational theory. It has been clearly defined, the reasons for its use have been explained, and the disadvantages of its utilization have been described.

### Definitions

Many writers have defined delegation. Mooney and Reiley explained it as "conferring authority." They said:

Delegation means the conferring of a certain specified authority by a higher authority. . . . When an organization outgrows the possibility of universal face-to-face leadership there must ensue that feature of organization which we may call sub-delegation. The leader no longer delegates an authority to do certain specific things. He begins to delegate an authority similar to his own, in other words, he delegates the right of delegation itself.<sup>5</sup>

Rosenberger called it an "assignment." He explained, "Delegation . . . requires one person to assign part of his authority to make

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<sup>2</sup>James G. March and Herbert A. Simon, Organizations (New York: John Wiley and Sons, Inc., 1958), p. 30.

<sup>3</sup>Lyndall F. Urwick, The Elements of Administration (New York: Harper and Brothers, 1943), p. 117.

<sup>4</sup>Ernest Dale, Planning and Developing the Company Organization Structure (New York: American Management Association, 1952), p. 157.

<sup>5</sup>Urwick, The Elements of Administration, p. 125.

decisions--but none of his final responsibility for those decisions--to another person."<sup>6</sup>

A similar conception was used by Hemphill, et al., in their research studies. They defined delegation as "deputizing another to act in the subject's place in effecting a task or decision. In other words, an act was considered delegation only if it involved assignment of a task which the subject himself would normally be expected to do."<sup>7</sup>

Torgersen declared that such assignment of an activity also required "both the granting and the acceptance of autonomy."<sup>8</sup>

Laird and Laird described the act of delegation as "entrusting" some part of one's affairs to another person, with few strings attached. They maintained that when an action is a true delegation and not a sham:

1. responsibility is shared with the subordinate
2. authority is passed along to him to help get it done
3. decision making is shared with him, or left largely to him
4. he is given freedom for actions he thinks are needed to reach the objective<sup>9</sup>

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<sup>6</sup>Homer T. Rosenberger, "Delegation: Who? What? When? How Much?" Supervisory Management, 4 (December 1959), 23.

<sup>7</sup>John K. Hemphill, Daniel E. Griffiths, and Norman Frederiksen, Administrative Performance and Personality (New York: Teachers College, Columbia University, 1962), p. 112.

<sup>8</sup>Paul E. Torgersen, A Concept of Organization (New York: American Book Company, 1969), p. 122.

<sup>9</sup>Donald A. Laird and Eleanor C. Laird, The Techniques of Delegating (New York: McGraw-Hill Book Company, 1957), pp. 83, 108.

Allen agreed with this explanation, and added; "Delegation is a process of sharing with others the work and decisions the manager would otherwise have to carry out himself."<sup>10</sup>

Loen included a purpose in his definition: "Delegation is assigning work, responsibility and authority so that everyone can use his abilities to the utmost."<sup>11</sup>

Although the explanatory phrases differ, the substance of the definitions is that delegation is the act of accomplishing work through other people.

### Purpose

The chief purpose of delegation is to make the organization function better as an organization. Urwick said, "Without delegation no organization can function effectively."<sup>12</sup> This declaration was also made by Nolte<sup>13</sup> and Jones.<sup>14</sup>

Another reason set forth for using delegation in organizations is the need for specialized competencies which, according to Selznick, "tends to decrease the differences between organizational goals and

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<sup>10</sup>Louis A. Allen, Professional Management: New Concepts and Proven Practices (New York: McGraw-Hill Book Company, 1973), p. 123.

<sup>11</sup>Raymond O. Loen, "Manager or Doer? A Test for Top Executives," Business Management, 30 (May 1966), 100.

<sup>12</sup>Urwick, The Elements of Administration, p. 51.

<sup>13</sup>M. Chester Nolte, An Introduction to School Administration: Selected Readings (New York: The Macmillan Company, 1966), p. 9.

<sup>14</sup>J. L. Jones, "Decentralization as a Management Tool," The Bulletin of the National Association of Secondary School Principals, 55 (December 1971), 84.

achievement."<sup>15</sup> That is, things are done best when each employee does what he is best qualified to do.

Other sub-purposes have been identified. Dale suggested that an increase in efficiency may result;<sup>16</sup> and Torgersen said more work would be completed in the organization.<sup>17</sup>

### Models

There are varied conceptualizations of the delegative process within an organization. A common view is that delegation occurs as a part of the scalar principle of the bureaucracy.<sup>18</sup> This means that a large organization establishes a hierarchy, creates positions for specialization of work, and specifies the responsibilities and expected outcomes for each position.<sup>19</sup> The process is generally illustrated in a downward form.

Another model of the traditional conception of delegation is that of a network considered from the center to the periphery of the organization. The administrator delegates part of his responsibility to others, who report back to him. Proceeding in the outer direction

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<sup>15</sup>March and Simon, Organizations, p. 41.

<sup>16</sup>Dale, Planning and Developing the Company Organization Structure, p. 156.

<sup>17</sup>Torgersen, A Concept of Organization, pp. 123-124.

<sup>18</sup>James D. Mooney and Allan C. Reiley, Onward Industry (New York: Harper and Row, 1931), quoted in Charles F. Faber and Gilbert F. Shearron, Elementary School Administration (New York: Holt, Rinehart and Winston, Inc., 1970), p. 87.

<sup>19</sup>Roald F. Campbell, Luvern L. Cunningham, Roderick F. McPhee, and Raphael O. Nystrand, The Organization and Control of American Schools (Columbus, Ohio: Charles E. Merrill Publishing Company, 1970), pp. 254-265.

would be called the "Line of Delegation." Considering the organization from the subordinates' position inward to the persons who delegate responsibilities, the same network model would be called the "Line of Accountability."<sup>20</sup>

Delegation of authority and responsibility has also been described by Mooney and Parsons as flowing upward and laterally, as well as downward and outward.<sup>21,22</sup>

MacKenzie calls this idea "delegation up," and cautions that it should be considered carefully and used sparingly.<sup>23</sup>

#### Acceptance by Subordinates

Delegation is incomplete unless subordinates accept what is being entrusted to them. It entails a willingness on their part to take the task or responsibility which has been assigned to them. Barnard described the conditions under which a person will grant his acceptance of such an order as those in which he:

1. can and does understand the communication
2. believes that it is not inconsistent with the purpose of the organization

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<sup>20</sup>Norman K. Hamilton, "The Decision-Making Structure of a School System," Educational Leadership, 29 (May 1972), 668.

<sup>21</sup>Mooney and Reiley, Onward Industry, as quoted in Faber and Shearron, Elementary School Administration, p. 87.

<sup>22</sup>Donald J. Willower, Peter J. Cistone, and John S. Packard, "Some Functions of the Supervisory Role in Educational Organizations," Education, 92 (February, March 1972), 67.

<sup>23</sup>R. Alec MacKenzie, The Time Trap (New York: Amacom, 1972), pp. 137-138.



3. believes it to be compatible with his personal interest as a whole
4. is able mentally and physically to comply with it<sup>24</sup>

Within this zone of acceptance, the subordinate will consent to the requests of his superior.

It has also been proposed that individuals will be more willing to make contributions to an organization if they receive inducements or rewards.<sup>25</sup>

The premise that members of an organization are willing to accept delegation is supported by McGregor's Theory Y, which is based on the assumptions that work is as natural as play, and that it can be satisfying or punishing depending on circumstances. People not only are capable of assuming responsibility, but in the right conditions seek it. They are able to exercise self-direction and have a capacity for imagination, ingenuity, and creativity in the solution of organizational problems.<sup>26</sup>

Maslow theorized that man has basic needs, arranged in a hierarchy of importance from physical survival to self-actualization. Self-actualization needs refer to an inner urge to fully develop one's potential. Managers and administrators have appealed to higher-level

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<sup>24</sup>Chester I. Barnard, The Functions of the Executive (Cambridge, Massachusetts: Harvard University Press, 1938), p. 165.

<sup>25</sup>March and Simon, Organizations, p. 84.

<sup>26</sup>Douglas McGregor, The Human Side of Enterprise (New York: McGraw-Hill Book Company, Inc., 1960), pp. 45-48.

needs of their subordinates through delegation, based on this belief that the workers will be motivated to satiate those needs.<sup>27</sup>

Another view which gives credence to the idea that subordinates will willingly accept delegation is the motivation-hygiene theory proposed by Herzberg. He suggested that responsibility and work itself are some of the factors which motivate workers, give them incentive for improved work, and lead to employee satisfaction.<sup>28</sup>

#### Benefits to the Organization

The organization can benefit from having its leader employ the technique of delegation. Better decisions may be made, the span of control may be increased, and communication may be improved.

A significant benefit of delegation is that it maintains decision-making authority at the lowest possible level in the organization, "where the relevant facts and required judgment to make sound decisions are available. . . . Operating decisions . . . are often far better if they are made where the facts and special expertise are available."<sup>29</sup>

Dale expressed a similar view:

Since people on the spot know usually more about the factors involved in the decisions than those further removed . . . and

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<sup>27</sup>A. H. Maslow, "A Theory of Human Motivation," Psychological Review, 50 (July 1943), 394-396.

<sup>28</sup>M. Gene Newport, The Tools of Managing; Functions, Techniques, and Skills (Reading, Massachusetts: Addison-Wesley Publishing Company, 1972), pp. 170-171.

<sup>29</sup>Mackenzie, The Time Trap, p. 123.

since speedy decisions may often be essential . . . a delegation of decision-making is advantageous.<sup>30</sup>

Griffiths asserted also that the chief executive should not make all of the decisions. He said, "It is his function to monitor the decision-making process to make certain that it performs at the optimum level."<sup>31</sup>

Another benefit that delegation may bring to the organization is an increase in the span of control. "Span of control is the number and range of direct communication contacts between any executive office and subordinates that can be effectively carried on without delay and confusion. This means simply that there are limits to the number of subordinates who can be effectively supervised by one individual."<sup>32</sup>

Urwick's oft-repeated theory was that "no superior can supervise directly the work of more than five, or at the most six, subordinates whose work interlocks."<sup>33</sup>

This theory has been challenged in recent years, and some authorities believe that with improved techniques of organization, supervision, and communication the effective span of control is much greater than has been assumed in the past.

Dale points out that a shortened span of control in large organizations may produce an inordinate number of authority levels in

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<sup>30</sup>Dale, Planning and Developing the Company Organization Structure, p. 156.

<sup>31</sup>Daniel E. Griffiths, Administrative Theory (New York: Appleton-Century-Crofts, 1959), p. 89.

<sup>32</sup>Theodore J. Jenson and David L. Clark, Educational Administration (New York: The Center for Applied Research in Education, Inc., 1964), p. 51.

<sup>33</sup>Urwick, The Elements of Administration, pp. 52-53.

the chain of command, causing less satisfactory communication. He advocates the broader span, with an increase in the delegation of responsibilities, which gives more initiative and independence to the subordinates, and allows the executive to take a personal interest in as many aspects of his job as possible.<sup>34</sup>

Dreeben suggests too that sharing or delegating responsibility can open up a channel for improved communication.<sup>35</sup>

#### Benefits to the Administrator

The broadened span of control, which is made possible by delegation, benefits the administrator as well as the organization. Use of delegation extends the leader's influence and results from what he can do to what he can control. Hagman and Schwartz stated:

In the delegation of authority, the administrator does not lessen his own authority but rather places it in relationship to other persons so that . . . it can be used more effectively. . . . If the delegation is well done, the administrator has in effect extended himself and has power through the person to whom delegation has been made.<sup>36</sup>

The administrator who uses delegation will also find he can ease the job pressure on himself. Carnegie, who made large scale use of delegation, said: "It marks a big step in a man's development when

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<sup>34</sup>Dale, Planning and Developing the Company Organization Structure, pp. 50-53, 72-74, 82.

<sup>35</sup>Robert Dreeben, Role Behavior of School Principals (Harvard University: Graduate School of Education, 1965), pp. 6-29.

<sup>36</sup>Harlan L. Hagman and Alfred Schwartz, Administration in Profile for School Executives (New York: Harper, 1955), p. 125, quoted in J. Foster Watkins, "Delegation: A Needed Ingredient for Effective Administration," The Clearing House, 46 (March 1972), 396.

he comes to realize that other men can be called in to help him to do a better job than he can do alone."<sup>37</sup>

Barnard wrote in 1938 that each individual has biological limitations which necessitates the assignment by supervisory heads of some matters to other staff members.<sup>38</sup> This view has not changed. Valentine says: "Each can work just so many hours a day, and be in only one place at a time. As the volume of activity in an organization increases, management delegates larger and larger segments of authority."<sup>39</sup>

Reducing the physical and mental executive burden by delegation of some tasks to subordinates releases time for the administrator to use for planning, for making higher-level decisions, and for initiating innovative activity.<sup>40,41</sup>

#### Benefits to the Subordinate

The use of delegation benefits the subordinates, as well as the organization and its administrators. The advantage cited most frequently in the literature is that delegation within an organization provides an opportunity for members of the group to learn, to achieve, and to develop their talents. They can use their own initiative and

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<sup>37</sup>Laird and Laird, The Techniques of Delegating, pp. 14-15.

<sup>38</sup>Barnard, The Functions of the Executive, pp. 60, 178-179.

<sup>39</sup>Raymond F. Valentine, Initiative and Managerial Power (New York: Amacon, 1973), p. 15.

<sup>40</sup>Laird and Laird, The Techniques of Delegating, p. 90.

<sup>41</sup>March and Simon, Organizations, pp. 198-199.

make the most of their capabilities; latent potentialities for leadership can be developed; and training in decision making can be experienced.<sup>42,43,44,45</sup>

Another benefit which accrues to subordinates is that of increased pride and satisfaction in their work and higher morale. Delegation provides enriched work that, according to Glaser, enables people to act responsibly in the pursuit of meaningful goals.<sup>46</sup> The job becomes more fulfilling and the employee has greater gratification. The view was summarized by Rosenberger: "Delegation . . . leads to increased individual responsibility, greater pride in work, higher morale, and strong initiative. Practiced throughout an organization, delegation becomes a source of vitality and progress."<sup>47</sup>

#### Disadvantages of Delegation

Although the use of delegation is seen by many authorities as beneficial to the organization, to its administrators, and to its subordinates, it is not entirely free of criticism. Mitchell warns that

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<sup>42</sup>Laird and Laird, The Techniques of Delegating, pp. 14, 21.

<sup>43</sup>MacKenzie, The Time Trap, p. 123.

<sup>44</sup>Nolte, An Introduction to School Administration: Selected Readings, p. 9.

<sup>45</sup>Dale, Planning and Developing the Company Organization Structure, p. 164.

<sup>46</sup>M. Scott Myers, "Every Employee a Manager," California Management Review, 10 (Spring 1968), 19.

<sup>47</sup>Rosenberger, "Delegation: Who? What? When? How Much?" p. 30.

delegation without some control may result in abdication,<sup>48</sup> supporting the findings of Lewin and his collaborators which indicated that abdication of responsibility in leadership results in anarchy or chaos.<sup>49</sup>

Failure to keep control of delegated operations caused historians to rate Grant and Harding as failures among U. S. Presidents.<sup>50</sup>

Delegation has been criticized for restricting communication as it passes through a complex pyramidal structure. For example, "A teacher wants to order a special set of supplies. He must ask the principal who in turn asks a director, who in turn asks the assistant superintendent, who in turn requests permission from the superintendent."<sup>51</sup>

Hamilton added, "It restricts information up the organization; each person in the line receives only that information which the people reporting to him want him to have or think he needs."<sup>52</sup>

Another fault attributed to delegation is that it causes the organization to become more rigid, and throttles individual flexibility and adaptability. Eaton said, "Delegation of authority can be castigated

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<sup>48</sup>Don G. Mitchell, Top Man (New York: American Management Association, Inc., 1970), p. 80.

<sup>49</sup>Paul B. Jacobson, William C. Reavis, and James D. Logsdon, The Effective School Principal (New York: Prentice-Hall, Inc., 1954), p. 100.

<sup>50</sup>Laird and Laird, The Techniques of Delegating, pp. 60-61.

<sup>51</sup>Hamilton, "The Decision-Making Structure of a School System," p. 669.

<sup>52</sup>Ibid.

on the basis that it will ultimately produce a tangled maze of connective lines which will promote a huge, complicated pattern. Rigidity will follow and stagnation of the creative power of the group will result."<sup>53</sup>

An unanticipated consequence which may result from delegation is the increase in the bifurcation of interests among the subunits in the organization. Selznick explained that maintenance needs of the departmentalized subunits dictate a commitment to the subunit goals greater than their contribution to the total organization. He also observed that the bifurcation leads to increased conflict among the subunits.<sup>54</sup> Another disadvantage cited by Dale was that decisions could lack uniformity.<sup>55</sup>

#### Can Responsibility be Delegated?

The traditional and most prevalent view on delegation includes the principle that an administrator remains fully and actively responsible or accountable for the authority vested in him, whether it is exercised by himself or by a delegatee.<sup>56</sup> Many writers uphold this position.<sup>57,58</sup>

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<sup>53</sup>Wallazz B. Eaton, "Democratic Organization: Myth or Reality," in Educational Administration: Selected Readings, ed. by Walter G. Hack, John A. Ramseyer, William J. Gephart, and James B. Heck (Boston: Allyn and Bacon, Inc., 1965), p. 271.

<sup>54</sup>March and Simon, Organizations, pp. 40-42.

<sup>55</sup>Dale, Planning and Developing the Company Organization Structure, p. 158.

<sup>56</sup>Valentine, Initiative and Managerial Power, p. 14.

<sup>57</sup>Laird and Laird, The Techniques of Delegating, p. 157.

<sup>58</sup>Robert Tannenbaum and Warren H. Schmidt, "How to Choose a Leadership Pattern," Harvard Business Review, 36 (March, April 1958), 98.



Morphet, et al., expressed it this way: "The top executive may delegate power and authority to subexecutives, and he may hold them responsible for the proper exercise of the power and authority he has delegated to them. Nevertheless, all responsibility is ultimately his if things go wrong."<sup>59</sup> The same declaration has been made by Griffiths and McGregor.<sup>60,61</sup> The viewpoint is still germane. Hoffman stated: "Delegating authority to others does not mean absolving oneself of final responsibility."<sup>62</sup>

A less popular, but emerging, theory is that responsibility can be shared. As explained by Morphet, et al.: "If leadership can be shared, responsibility can be shared. If potential leaders in the organization are permitted to exercise their leadership potential, they will voluntarily accept responsibility as well as authority and power."<sup>63</sup>

This concept had earlier been argued by Taylor. His position was that authority and responsibility should correspond. He believed that any individual to whom had been assigned authority for which he was not held accountable would tend to exercise that authority with decreasing effectiveness.<sup>64</sup>

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<sup>59</sup>Edgar L. Morphet, Roe L. Johns, and Theodore Reller, Educational Administration (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1959), p. 63.

<sup>60</sup>Daniel E. Griffiths, ed., Behavioral Science and Educational Administration (Chicago: University of Chicago Press, 1964), p. 230.

<sup>61</sup>Douglas McGregor, The Professional Manager (New York: McGraw-Hill Book Company, 1967), p. 32.

<sup>62</sup>Jonathan Hoffman, "The Administrator and Staff Leadership," School Management, 17 (April 1973), 15.

<sup>63</sup>Morphet, Johns, and Reller, Educational Administration, p. 65.

<sup>64</sup>Urwick, The Elements of Administration, pp. 45-46.

A theory which is intermediary to the two positions just described suggests that responsibility can be both delegated and retained. "It is a measure of obligation that is assigned to a subordinate, accepted by him, but still not lost to the superior."<sup>65</sup>

#### An Administrator's Function

The act of delegation is an important responsibility for the administrator of an organization. One of his main functions is "the selection of capable subordinates in whom confidence can be reposed, and the delegation of responsibility and authority to them."<sup>66</sup>

The ability to delegate has been called a "skill of leadership"<sup>67</sup> and an "art"<sup>68</sup> which must be developed. MacKenzie suggests that it involves learning how to "work smarter, not harder."<sup>69</sup>

It is considered to be an essential tool for the executive to use in managing his time.

As Drucker observed;

Time is [an executive's] scarcest and most perishable resource. The job of the executive is to look up--to keep the goals and purposes of the organization in view and not to let them get pushed aside in a welter of daily detail.<sup>70,71</sup>

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<sup>65</sup>Torgersen, A Concept of Organization, p. 121.

<sup>66</sup>Lloyd S. Woodburne, Principles of College and University Administration (Stanford, California: Stanford University Press, 1958), p. 12.

<sup>67</sup>Boyd Lindop, "Qualities of the Leader," School Activities, 35 (February 1964), 177.

<sup>68</sup>Laird and Laird, The Techniques of Delegating, p. 61.

<sup>69</sup>MacKenzie, The Time Trap, p. 11.

<sup>70</sup>Peter F. Drucker, "How to Be an Effective Executive," Nation's Business, 49 (April 1961), 44.

<sup>71</sup>Peter F. Drucker, "How the Effective Executive Does It," Fortune, 75 (February 1967), 142.

### Barriers to Delegation

Administrators have often rejected delegation for many reasons. Cribbin summarized some of the factors which have served as barriers to its use as being (1) unwillingness to give authority, (2) ignorance of what, how, and to whom to delegate, (3) lack of trust in subordinates, and (4) fear of taking risks.<sup>72</sup>

Additional reasons given by MacKenzie for the lack of delegation are the inability to explain the delegated task, and the perfectionism of the administrator.<sup>73</sup>

Some administrators explain that they do not delegate because of their subordinates' lack of experience, lack of competence, or avoidance of responsibility.<sup>74</sup>

Another barrier to the use of delegation by administrators is an unawareness of its advantages. Many leaders have not been taught the skill.<sup>75,76,77,78</sup> Others have not discovered its benefits

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<sup>72</sup>James J. Cribbin, Effective Managerial Leadership (New York: American Management Association, Inc., 1972), p. 192.

<sup>73</sup>MacKenzie, The Time Trap, p. 133.

<sup>74</sup>Ibid.

<sup>75</sup>William H. Newman, "Overcoming Obstacles to Effective Delegation," The Management Review, 45 (January 1956), 36.

<sup>76</sup>Urwick, The Elements of Administration, p. 51.

<sup>77</sup>J. Sterling Livingston, "Myth of the Well-Educated Manager," Harvard Business Review, 49 (January, February 1971), 79.

<sup>78</sup>Hoffman, "The Administrator and Staff Leadership," p. 14.

because of a reluctance to share the workload for fear of losing power or prestige.<sup>79,80,81</sup>

Fear of competition is another retardant. Some administrators hesitate to delegate for fear that their subordinates may surpass them.

Even success can impede delegation. Ingils said:

The leader . . . often believes that his success is truly a result of his own ability and efforts. This feeling becomes a psychological block that impedes him from delegating responsibility and authority. Knowing his own success, he questions the ability of his subordinates to do as well as he can. Because of the competitive environment in which he has worked and progressed through the ranks, he often is concerned about the competition he will experience from subordinates. A latent fear of this competition causes him to be afraid that his subordinates will do the work as well as he can-- or maybe better.<sup>82</sup>

A related barrier is the risk of failure. An administrator may believe that his subordinate will make him look bad. Achenbach, chief executive of Piggly Wiggly Southern, described this fear:

All the people who work for an executive are purely extensions of himself. The most appalling thought about it is that when you delegate you are putting your reputation and your career in the hands of other people. And they can ruin you if they are not the right people to start with, if you have not trained them properly, or if you fail to delegate properly.<sup>83</sup>

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<sup>79</sup>Albert H. Shuster and Don H. Stewart, The Principal and the Autonomous Elementary School (Columbus, Ohio: Charles E. Merrill Publishing Co., 1973), p. 131.

<sup>80</sup>Allen, Professional Management: New Concepts and Proven Practices, p. 123.

<sup>81</sup>Dale, Planning and Developing the Company Organization Structure, p. 167.

<sup>82</sup>Chester Ingils, "Advance to Administrators: Clues for Success," The Clearing House, 42 (September 1967), 16.

<sup>83</sup>MacKenzie, The Time Trap, pp. 140-141.

Another risk taken is "that if employees are given an opportunity to influence decisions affecting them, they will soon want to participate in matters which should be none of their concern."<sup>84</sup>

Other impediments to the use of delegation in organizations are "interference from a . . . superior administrative officer"<sup>85</sup> and the expense of "training and making mistakes."<sup>86</sup>

#### Favorable Conditions for Delegation

It is thought that delegation works most successfully when:

. . . the human climate is democratic, permissive, equalitarian, not secretive, not smothering. In such a climate the person delegated to feels that he is an associate rather than a subordinate, and also feels that he is sharing purposes with his chief, not merely going through motions the chief prescribes.

Delegation works out better when the delegatee feels he is doing things with the executive or for a common goal, than when he feels that he is only doing chores for the executive.<sup>87</sup>

Wiles expressed a similar view,<sup>88</sup> as did McGregor who said:

"When mutual trust is high, there is a genuine willingness to delegate many decisions from the leader to individual members and by members to each other."<sup>89</sup>

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<sup>84</sup>McGregor, The Human Side of Enterprise, p. 129.

<sup>85</sup>Harry J. Merigis, "Delegation in School Administration," The American School Board Journal, 144 (March 1962), 12.

<sup>86</sup>Dale, Planning and Developing the Company Organization Structure, pp. 166-167.

<sup>87</sup>Laird and Laird, The Techniques of Delegating, pp. 20, 86.

<sup>88</sup>Kimball Wiles, Supervision for Better Schools (2nd ed.; Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1955), p. 83.

<sup>89</sup>McGregor, The Professional Manager, p. 195.

Delegation will be most effective when the objectives are clear-cut and meaningful to the delegates. Laird and Laird pointed out that delegation has to be planned to fit the "notions of what the particular group thinks is 'fit and proper,'" and may be more readily accepted whenever there is a change in processes, products, or personnel.<sup>90</sup>

Although the pressure of time is usually considered to be an impetus to delegation, Tannenbaum and Schmidt view the lack of time pressure as a fostering condition. They maintain: "When the time pressure is less intense, . . . it becomes much more possible to bring subordinates in on the decision making process."<sup>91</sup>

Other factors which favor delegation, according to Brown are when:

1. the parties are physically distant from each other, whether they are several thousand miles apart or in offices or in different floors
2. workloads are heavy, there is considerable overtime, and the primary effort is one of meeting commitments
3. the organization is young and vigorous, with emphasis on problem-solving and action
4. standards of job performance are general, attainable, and fair<sup>92</sup>

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<sup>90</sup>Laird and Laird, The Techniques of Delegating, pp. 64, 96.

<sup>91</sup>Tannenbaum and Schmidt, "How to Choose a Leadership Pattern," pp. 100-101.

<sup>92</sup>David S. Brown, "Why Delegation Works--and Why It Doesn't," Personnel, 44 (January, February 1967), 47.

### Requisite Skills and Characteristics

The art of successful delegation requires great skill, insight, and judgment from the delegator. Gorsuch, of the U. S. Steel Corporation, has observed that "time and effort and persistence are required to develop the art and keep it alive."<sup>93</sup> The administrator who wants to use the technique is advised to initially undertake a self-analysis of his time and of his delegating skills.<sup>94,95</sup>

To prepare one's state of mind, Laird and Laird noted, is equally important. They believe that attitudes are as essential as procedures, and recommend that the administrator must be willing to:

1. entrust
2. give freedom for action
3. delegate to strengthen the organization
4. start by easy stages
5. let them make more of the decisions<sup>96</sup>

Appley, President of the American Management Association from 1948-1968, pointed out the importance of the executive having confidence in his subordinates.<sup>97</sup> The need for courage was mentioned by Urwick.<sup>98</sup>

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<sup>93</sup>John H. Gorsuch, "Good Management Men Delegate Authority," Advanced Management, 19 (September 1954), 5.

<sup>94</sup>Charles D. Moody, Charles B. Vergon, and Alva Keith Guy, The Role of the Principal in the Desegregation Process (Ann Arbor, Michigan: University of Michigan School of Education, 1973), p. 15.

<sup>95</sup>Laird and Laird, The Techniques of Delegating, p. 53.

<sup>96</sup>Ibid., p. 78.

<sup>97</sup>Lawrence A. Appley, Values in Management (New York: American Management Association, Inc., 1969), pp. 182-183.

<sup>98</sup>Urwick, The Elements of Administration, p. 51.

The administrator must be able to decide what to do himself, and what not to do. He must consciously select the tasks he will reserve for himself and those which he will delegate.

A significant requirement of delegation is careful planning. The delegator must be able to formulate clear and concise objectives. As expressed by Fayol in his seventh Administrative Duty, the delegator must know how to "define duties clearly."<sup>99</sup>

Following the selection and planning of tasks to be delegated, the administrator must assess the capacities of those to whom he might delegate. "Managers must know both what men know and what they want to know."<sup>100</sup> He should consider any forces affecting his subordinates' behavior, and be aware of environmental pressures.<sup>101</sup> He must be able to select his "lieutenants."<sup>102</sup>

Another important skill required by the leader who desires to be an effective delegator, is the ability to communicate his plans to his subordinates. Sufficient instructions must be given to those who share in the organization's operation to facilitate their carrying assigned work through to completion.

Mintzberg said:

If the manager is not prepared to provide explicit and consistent guidelines as to goals and plans, then he must accept the fact

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<sup>99</sup>Ibid., p. 53.

<sup>100</sup>Philip Marvin, Multiplying Management Effectiveness (New York: American Management Association, Inc., 1971), p. 108.

<sup>101</sup>Tannenbaum and Schmidt, "How to Choose a Leadership Pattern," pp. 98-100.

<sup>102</sup>Melvin T. Copeland, The Executive at Work (Cambridge, Massachusetts: Harvard University Press, 1951), p. 21.



that he will be unable to delegate responsibility for any major decision for fear that the result will not comply with the goals and plans he has kept to himself.<sup>103</sup>

Tannenbaum and Schmidt suggested that the administrator also be clear and honest in communicating what authority he is keeping and what role he is asking his subordinates to assume.<sup>104</sup> A willingness to grant autonomy to someone else, but still remain accountable, is an additional trait needed by delegators. Gorsuch acknowledged that self-discipline is required to avoid interference.<sup>105</sup>

Fundamental to the process of delegation, however, is "the relationship that exists between the subordinate and his boss, the mutual confidence and respect they have for one another, the ideas and attitudes that each brings to the transaction, and the potential rewards and satisfactions that each perceives as coming from it."<sup>106</sup>

The administrator must possess the ability to work with human resources. As Bursk said:

If the manager has the kind of temperament that makes him inclined to be suspicious of other men, if he lacks inner certainty in the soundness of his judgment in choosing and placing men, if he has something of the martinet in him and enjoys the exercise of power for its own sake, he is not likely to do a wholehearted job of delegating. Nor will his subordinates have the freedom of action that will enable them to do their best work, develop their powers and attitudes, and grow in managerial capacity.<sup>107</sup>

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<sup>103</sup>Henry Mintzberg, The Nature of Managerial Work (New York: Harper and Row, 1973), p. 178.

<sup>104</sup>Tannenbaum and Schmidt, "How to Choose a Leadership Pattern," p. 98.

<sup>105</sup>Gorsuch, "Good Management Men Delegate Authority," p. 5.

<sup>106</sup>Cribbin, Effective Managerial Leadership, p. 193.

<sup>107</sup>Rosenberger, "Delegation: Who? What? When? How Much?" p. 25.

### Guidelines for Implementation

Management authorities have given many recommendations for improving the effectiveness of delegation. Foremost among the suggestions is that an administrator should provide the necessary training and information that will enable his subordinates to fulfill the delegated functions. General suggestions can be given for ways to carry out the work but care should be taken by the administrator to "concern himself with results of their activities and not with the details of their day-to-day performance."<sup>108</sup>

The superior should provide assistance when help is needed. Tannenbaum and Schmidt proposed that the leader has useful ideas to contribute, and may function as a member of the group, even though he has delegated responsibility to them.<sup>109</sup>

Some control should be exercised. Cribbin suggested:

At the outset, the executive would be wise to keep his finger on the pulse of his subordinate's actions, though without intruding, for the reason that even well-intentioned disasters are no less distasteful. As the subordinate proves himself, the superior can tactfully ease himself out of the picture, allowing the subordinate to supervise himself. It is prudent, however, to set up in advance checkpoints and check times when the two will get together to discuss progress and problems.<sup>110</sup>

Results can also be assessed by the administrator who is "frequently among his people."<sup>111</sup>

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<sup>108</sup>McGregor, The Human Side of Enterprise, p. 160.

<sup>109</sup>Tannenbaum and Schmidt, "How to Choose a Leadership Pattern," p. 98.

<sup>110</sup>Cribbin, Effective Managerial Leadership, p. 195.

<sup>111</sup>Brown, "Why Delegation Works--and Why It Doesn't," pp. 50-51.

Another important guideline is that appropriate credit and rewards should be given to an employee who successfully completes a delegated assignment. He deserves recognition and praise. Brown said: "Rewards may be no more demanding on the exchequer than an increase in the esteem in which the employee is held, but they are important nonetheless."<sup>112</sup>

Other recommendations are to "allow mistakes, balance the workload;"<sup>113</sup> assign short-run delegations, and rotate delegation from person to person as a procedure for developing the organization in depth.<sup>114</sup> Each person "should know to whom and for what he is responsible."<sup>115</sup>

Rosenberger has offered additional advice:

1. Delegate as much as you can of your authority in technical matters
2. Delegation must fulfill a specific purpose
3. The delegated function should be one that occurs reasonably often and is fairly time consuming
4. Don't delegate to one subordinate the authority that you have already delegated to someone else
5. Don't delegate to the detriment of your proper staff and line balance, nor to the impairment of over-all moral
6. Keep your delegatee informed<sup>116</sup>

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<sup>112</sup>Ibid., p. 51.

<sup>113</sup>Mackenzie, The Time Trap, p. 176.

<sup>114</sup>Laird and Laird, The Techniques of Delegating, p. 117.

<sup>115</sup>Morphet, Johns, and Reller, Educational Administration, p. 57.

<sup>116</sup>Rosenberger, "Delegation: Who? What? When? How Much?" pp. 24-29.

### What to Delegate

Basic to successful delegation is an understanding by the administrator of what he can entrust to others. Allen advises that most technical, routine, and repetitive work can be delegated if the subordinates are able to do these functions as well as or better than the administrator himself. He says: "Routine and detail, if not delegated, will monopolize the manager's time and crowd out the opportunities for more creative and, in the long run, more satisfying . . . work."<sup>117</sup>

If one of the organization's goals is to develop its employees, the responsibilities that are delegated to them should be chosen with the objective of adding to their skills. As observed by Cribbin:

Delegation is a process of job enrichment. Unless what is delegated represents a challenge for growth and achievement over and above the perimeters outlined in the position description, nothing much will happen. Moreover, the manager must resist a temptation to delegate things that he dislikes handling. Subordinates are not stupid; they readily perceive that such spinoffs are no more than rank-has-its-privileges in action.<sup>118</sup>

Laird and Laird recommended that recurring work elements and routine decision making can be delegated. They also suggested that delegating can be used "to compensate for executive weak spots."<sup>119</sup>

Tasks involving only one specialist function can be delegated to the subordinate charged with that function. For example, the administrator's secretary can attend to office duties. MacKenzie

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<sup>117</sup>Allen, Professional Management: New Concepts and Proven Practices, p. 131.

<sup>118</sup>Cribbin, Effective Managerial Leadership, p. 193.

<sup>119</sup>Laird and Laird, The Techniques of Delegation, pp. 130-133.

suggested that outgoing and incoming phone calls, screening of visitors and mail, and drafting of correspondence, can be handled by a competent secretary.<sup>120</sup>

#### What Not to Delegate

According to Allen, the administrator of an organization "should concentrate on performance of unique actions; that is, of work that must be done differently each time it is performed."<sup>121</sup> Examples of unique actions, which should not be delegated, would be policy formulation, decisions which bear on the objectives of the organization, disciplinary power, evaluation, and promotion of subordinates.<sup>122</sup>

Laird and Laird cautioned administrators not to delegate a duplicate of their job,<sup>123</sup> and Allen noted that tasks should not be delegated for which no one is qualified to perform them effectively.<sup>124</sup>

#### To Whom to Delegate

Work may be delegated to members of an organization who are "mentally and physically able" and who are willing "to accept autonomy and accountability."<sup>125</sup> The subordinate should have a talent for the

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<sup>120</sup>MacKenzie, The Time Trap, pp. 96, 158-160.

<sup>121</sup>Allen, Professional Management: New Concepts and Proven Practices, pp. 130-131.

<sup>122</sup>Rosenberger, "Delegation: Who? What? When? How Much?" pp. 24, 26.

<sup>123</sup>Laird and Laird, The Techniques of Delegating, p. 153.

<sup>124</sup>Allen, Professional Management: New Concepts and Proven Practices, p. 132.

<sup>125</sup>Torgersen, A Concept of Organization, pp. 116, 124.

job entrusted to him. Rosenberger advised: "Assign broad planning to the man with imagination. Give work that demands extreme precision to your most meticulous subordinate. Assign delicate matters--like direct contact with the public--to the person who is most diplomatic."<sup>126</sup>

Another perspective was offered by Laird and Laird. They suggested that delegation and supportive training also be directed to those individuals who are not prepared. They argued:

The long-run wisdom of delegating to the cream of the crop only has been seriously questioned. It may overload a willing horse. And it usually generates jealousy and opposition to the favorite: . . . The most impractical result of delegating to the best-prepared man only is that it does not develop the other personnel to function as an organization. . . . All those hazards are avoided when one delegates to employees who are at the time not fully prepared.<sup>127</sup>

### Potential Pitfalls

The administrator must be aware of possible problems which may be encountered in the delegative process. He must determine how much to delegate, being careful to neither under-delegate nor over-delegate. He must guard against "spur-of-the-moment delegating" and against abdication or relinquishment of all control.<sup>128</sup>

A "dilemma of delegation" is faced by those entrusting some of their functions to subordinates. The administrator has the information required to make important decisions, but finds dissemination of it is time-consuming and difficult because much of it is in verbal

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<sup>126</sup>Rosenberger, "Delegation: Who? What? When? How Much?" p. 26.

<sup>127</sup>Laird and Laird, The Techniques of Delegating, pp. 166-167.

<sup>128</sup>Ibid., pp. 60-61, 80.

or memory form. "The result is that the manager finds it difficult to delegate certain tasks with confidence, since he has neither the time nor the means to send along all the necessary information."<sup>129</sup>

Friction and jealousy are danger signals which may develop among the subordinates. They can occur

. . . when the delegatee moves into an area that is not his own or does not perform his assigned tasks competently. At the first indication of friction, the person or persons delegating authority should move into action, for the problem may be a simple one of resolving a difficulty between two people or refining the function of one of the individuals.<sup>130</sup>

Conflict may also result if the administrator ignores his immediate subordinates and makes direct contact with personnel below that level.<sup>131</sup>

The administrator must recognize that delegated decisions may lack uniformity,<sup>132</sup> although retaining them all unto himself could be viewed as a means for retaining power and delegating only the unwanted and unimportant tasks.<sup>133</sup>

If the subordinate lacks self-confidence, he will not welcome delegation. The administrator should view this attitude as a cue to

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<sup>129</sup>Mintzberg, The Nature of Managerial Work, p. 170.

<sup>130</sup>Daniel E. Griffiths, Human Relations in School Administration (New York: Appleton-Century-Crofts, Inc., 1956), p. 140.

<sup>131</sup>Valentine, Initiative and Managerial Power, p. 17.

<sup>132</sup>Dale, Planning and Developing the Company Organization Structure, p. 167.

<sup>133</sup>Ingils, "Advice to Administrators: Clues for Success," p. 16.

develop the individual's potentialities and make him aware of his capacities. The subordinate must not be overloaded with work, however.<sup>134</sup>

Other attitudes of subordinates which could limit or prevent successful delegation are pointed out by Cribbin:

1. Unwillingness to take on additional responsibility
2. Failure to see delegation as a means of growing and learning
3. An attitude of once burned, twice shy
4. Resentment at not being given credit for common sense
5. Fear of incurring the boss's wrath
6. Eagerness to delegate upward in order to keep the boss busy
7. Lack of respect for the manager
8. Fear of being chewed out for even minor mistakes
9. Feeling of not being appreciated
10. Feeling of being used and abused<sup>135</sup>

### Delegation in Schools

Although the concept of delegation as discussed in this chapter was derived from public and business administration, educational administrators have also been urged to employ the technique. The expansion of their role and duties accentuated the need for its use.

In the 1920's, Cubberley and Fillers suggested that many administrative duties could be delegated to janitors, teachers, and

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<sup>134</sup>Newman, "Overcoming Obstacles to Effective Delegation," p. 40.

<sup>135</sup>Cribbin, Effective Managerial Leadership, p. 192.



clerks.<sup>136,137</sup> Jacobson and Hansford submitted at a later time that the delegation might also extend to students and to parents.<sup>138,139</sup>

The increasing specialization and expertise of school personnel and their desire to be involved may serve to encourage the use of delegation. Watkins said: "Boards of education should capitalize upon these trends and should encourage moves toward a greater degree of true delegation, along with adequate cooperative procedures for assessing the degree of acceptance of the delegated authority and responsibility."<sup>140</sup>

Current educators agree on the importance of delegation as a professional competency for today's leaders.<sup>141,142</sup> Stoops included it among the "keys which improve leadership ability."<sup>143</sup> An administrator must organize the overall operation of his school, and is

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<sup>136</sup> Ellwood P. Cubberley, The Principal and His School (Boston: Houghton Mifflin Company, 1923), p. 48.

<sup>137</sup> H. D. Fillers, "The Managerial Duties of the Principal," School Review, 31 (January 1923), 48-53.

<sup>138</sup> Jacobson, Reavis, and Logsdon, The Effective School Principal, p. 25.

<sup>139</sup> Byron W. Hansford, Guidebook for School Principals (New York: The Ronald Press Company, 1961), p. 8.

<sup>140</sup> Watkins, "Delegation: A Needed Ingredient for Effective Administration," p. 398.

<sup>141</sup> Griffiths, Human Relations in School Administration, p. 139.

<sup>142</sup> Fred A. Snyder and R. Duane Peterson, Dynamics of Elementary School Administration (Boston: Houghton Mifflin Company, 1970), p. 18.

<sup>143</sup> Emery Stoops, "Keys to Leadership," Phi Delta Kappan, 45 (October 1963), 42.

legally responsible for the performance of all tasks associated with his office.<sup>144</sup> He must not, however, allow personal needs for control or routine duties to block his use of delegation.<sup>145,146</sup>

## Research Studies

### Non-Educational Organizations

Research studies of administrators in many types of business reveal that executives do not delegate sufficiently, that outstanding leaders do employ the technique, and that the organization benefits from its use.

The Management Review conducted a survey of thirty-seven executives who were presidents, officers, or department heads in manufacturing companies employing about 7,000 persons. Nearly one-half of them reported that they failed to delegate enough and were personally handling duties which could be assigned to subordinates. One-sixth of the men retained their routine correspondence. A majority of the men suggested that delegation would be a timesaving procedure. Strong concluded from the 1956 study that most executives are "sincere believers in delegation, whether or not they have been able to bring

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<sup>144</sup>Roald F. Campbell, Edwin M. Bridges, John E. Corbally, Jr., Raphael O. Nystrand, and John A. Ramseyer, Introduction to Educational Administration (Boston: Allyn and Bacon, Inc., 1971), p. 276.

<sup>145</sup>Robert L. Sinclair, "Leadership Concerns," The National Elementary Principal, 48 (September 1968), 18.

<sup>146</sup>Stephen P. Hencley, Lloyd E. McCleary, and J. H. McGrath, The Elementary School Principalship (New York: Dodd, Mead, and Company, 1970), p. 242.

themselves to delegate as many of their own responsibilities as they could wish."<sup>147</sup>

The lack of delegation is not confined to executives in manufacturing companies. MacKenzie compiled a list of "time wasters" from groups of Canadian military officers, black leaders of religious organizations, college presidents, and German managers. "Lack of delegation" appeared in three of the four lists.<sup>148</sup> Watkins cited a study of the characteristics of poor supervisors which indicated that 30 percent of the items listed involved the failure to delegate.<sup>149</sup>

Excellent executives and below-average executives were compared in their use of delegation by Brooks, at Cornell University. He reported that 75 percent of the excellent executives delegated effectively, whereas none of the below-average executives used the technique effectively.<sup>150</sup> Hemphill's study of leaders resulted in similar findings, as was reported in Chapter I.<sup>151</sup>

Research supports the idea that delegation to subordinates within an organization may result in their increased productivity. Railroad laborers who had new details delegated to them tended to be

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<sup>147</sup> Lydia Strong, "Of Time and Top Management," The Management Review, 45 (June 1956), 486-493.

<sup>148</sup> MacKenzie, The Time Trap, pp. 4-5.

<sup>149</sup> Watkins, "Delegation: A Needed Ingredient for Effective Administration," p. 395.

<sup>150</sup> Earl Brooks, "What Successful Executives Do," Personnel, 32 (November 1955), 211-212.

<sup>151</sup> J. K. Hemphill, Situational Factors in Leadership (Columbus: Ohio State University, Bureau of Educational Research Monographs, Number 32, 1949), pp. 66-67.

higher producers, even though they realized they had little chance for promotions.<sup>152</sup>

At American Telephone and Telegraph, jobs were redesigned for 120 girls to include the addition of more responsibility and fewer supervisory checks. Results indicated a drop in turnover of 27 percent, twenty-four clerks did the work that forty-six had done previously, and twelve jobs were eliminated. Savings to the company were estimated at \$558,000 over a period of eighteen months.<sup>153</sup>

### Educational Organizations

Research of delegative behavior by school administrators is lacking for the period of time prior to 1950. Since then, isolated studies involving delegation have been made of elementary and high school principals, superintendents, and junior college administrators.

The behavior of elementary school principals was studied during 1954 in Oakland, California. Qualities emphasized by the teachers as being important included the ability to share decisions and responsibilities with them. They also valued the principals being able to systematize routine operations and to delegate responsibility.<sup>154</sup>

In an extensive research project to determine criteria for successful performance for elementary school principals, Hemphill,

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<sup>152</sup>Laird and Laird, The Techniques of Delegating, p. 167.

<sup>153</sup>"Making a Job More Than a Job," Business Week, April 19, 1969, p. 88.

<sup>154</sup>Nolte, An Introduction to School Administration: Selected Readings, pp. 289-291.

Griffiths, and Frederiksen found that there was very little delegation in the simulated school situation which was used in the project. The researchers suggested that their finding was reasonable "since principals generally have no one to whom to delegate except teachers, who have full-time jobs;" and concluded that "delegation should not be expected in elementary schools until the schools are staffed with personnel to whom principals can delegate."<sup>155</sup>

A 1961 survey of elementary school principals in New York State sought to determine the relationship between the size of school districts and the methods by which certain functions were performed. Delegation was one of the performance methods that principals could indicate they used to execute their functions. A conclusion of the study was that delegation was not widespread, and where it was indicated, it was reported most frequently in the larger districts.<sup>156</sup>

Using the Responsibility, Authority, and Delegation (RAD) Scale, in Flint, Michigan, Mitchell compared how elementary principals (as superordinates) described their own delegation, and how community school directors (as subordinates) perceived the delegation from their principals. He found a significant (.05) difference between their

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<sup>155</sup>Hemphill, Griffiths, and Frederiksen, Administrative Performance and Personality, p. 347.

<sup>156</sup>Howard Everett Welker, "The Staffing of the Elementary Schools of New York State and the Methods by Which Certain Functions of Educational Administration Are Performed" (unpublished Ed. D. dissertation, University of Buffalo, 1961).

perceptions. The principals thought that they delegated more than was perceived by the community school directors.<sup>157</sup>

High school principals in California recorded actual time spent on various administrative duties for one week in March, 1953. Most of them indicated that administrative assistance was provided; nevertheless, they continued to allot some of their time to duties in areas to which assistants were assigned. For example, although attendance and discipline were delegated, the principals gave 6.92 percent of their time to those functions. Davis concludes: "The data presented in this study suggest that principals might advantageously give some attention to the matter of delegation of duties to other staff members."<sup>158</sup>

The delegating practices of secondary school principals in New York State, excluding New York City, were surveyed in 1966. The participants were identified as being from either "innovation schools" or "traditional schools." Innovation school principals were found to use more delegation than "traditional school" principals. Other results disclosed that a high percentage of the principals retained or shared their functions, rather than delegating them. Respondents in the study retained functions involving their supervisors, the staff,

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<sup>157</sup> Bobby Mack Mitchell, "Analysis of the Perceptions of the Role of the Subordinate and Super-Ordinate with Respect to Authority, Responsibility, and Delegation in the Community Schools of Flint at the Attendance Center Level" (unpublished Ph. D. dissertation, Michigan State University, 1973).

<sup>158</sup> H. Curtis Davis, "Where Does the Time Go?" California Journal of Secondary Education, 28 (October 1953), 360.

and the public; they delegated the technical, mechanical, and managing-the-school type of activities.<sup>159</sup>

Mawdsley's study of principals in the large high schools of Michigan revealed that the technique of delegation was being successfully utilized. Most of the principals completely delegated more duties than they performed personally, and the delegation came more often in the principals' least preferred areas of administration than in their most preferred area. Administrative tasks were most often delegated in pupil personnel matters and least often in the area of school and community relations.<sup>160</sup>

A statewide study of chief school administrators was conducted in New York State during 1955 to assess the pattern of delegation of administrative functions. Tabulation of the responses indicated that tasks dealing directly with the instructional program were most often delegated. Other functions for which the chief school administrator delegated responsibility included pupil personnel procedures and activities, adult education, and inventory and distribution of supplies and equipment.<sup>161</sup>

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<sup>159</sup>Richard P. Schmidle, "A Study of Delegating Practices of Secondary School Principals in New York State" (unpublished Ed. D. dissertation, State University of New York at Buffalo, 1966).

<sup>160</sup>Jack K. Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables" (unpublished Ed. D. dissertation, Michigan State University, 1968), p. 162.

<sup>161</sup>Griffiths, Human Relations in School Administration, pp. 134-138.

Appel concluded from a study of one hundred Michigan superintendents that they were involved in many non-instructional activities which could better be assigned to others.<sup>162</sup> This suggests a lack of delegation.

In 1967, junior college administrators were the subjects for research about the practice of delegation. Public and private college leaders agreed that they most frequently delegated student personnel work; the second most commonly delegated tasks were those dealing with instruction and curriculum development. The main factor considered prior to delegation was reported to be the ability and competency of a delegatee to accomplish a given task.<sup>163</sup>

A similar finding appeared in Rielle's research on the process of delegation. Interviews were held with delegators and delegates in business and industry, as well as with professors of business organization and school administration to identify components in the process of delegating. It was found that the components fell into four major categories: analyzing, organizing, deciding, and communicating. Other major conclusions from the study were:

The person to whom a major function was delegated appeared to be the greatest single factor of consideration on the part of the superintendents in the study. The use of written job descriptions

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<sup>162</sup>Paul Henry Appel, "A Study of Selected Administrative Principles as They May be Applied in Certain School Districts in the State of Michigan" (unpublished Ed. D. dissertation, Michigan State University, 1962), p. 150.

<sup>163</sup>Dale Emmett Traylor, "The Delegation of Authority and Responsibility as Practiced by Junior College Chief Administrators" (unpublished Ed. D. dissertation, Colorado State College, 1967).



when delegating was not a common practice in the majority of school systems studied.<sup>164</sup>

### Summary

Delegation has been used since biblical times, and the concept has been discussed frequently relative to organizational theory. Basically, delegation is the act of accomplishing work through other people, so that an organization can function more effectively by using the specialized competencies of its employees. A common model is that the administrator delegates part of his responsibility to others, who then report back to him. In order for the process to be successful, the subordinates to whom tasks and responsibilities have been delegated must consent to accept the requests of their superior. Benefits to the organization include decision-making at the lowest possible level, an increase in the span of control of the administrator, and improved communication with subordinates. Delegation benefits the administrator also. It extends his influence from what he can do to what he can control, and reduces the physical and mental job pressures. Subordinates within the organization gain from the use of delegation. They can develop their initiative and capabilities, exercise leadership, and experience increased job satisfaction. There are some disadvantages to using the technique of delegation. It may result in abdication of responsibility, in restricting communication as it passes through a complex pyramidal structure, or in creating a

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<sup>164</sup>Donald Francis Rielle, "Perceptions of Components and Administrative Behavior in the Process of Delegating" (unpublished Ph. D. dissertation, Ohio State University, 1965).

more rigid organization. Many writers uphold the position that an administrator remains fully responsible for the authority vested in him, even if he chooses to delegate it to others.

The skill of delegation is considered to be an essential tool for the executive to use in managing his time. Barriers cited for its lack of use include unwillingness to give authority, lack of trust in subordinates, perfectionism of the administrator, subordinates' lack of competence, and unawareness of its advantages. Conditions which foster its employment are a feeling of trust between the leader and other members of the group, and the communication of clear-cut, meaningful objectives to be accomplished. The administrator who wants to use delegation effectively must have confidence in his subordinates, and must plan carefully which tasks he will reserve for himself and which he will delegate. He must then provide the necessary training and information to enable his subordinates to fulfill the delegated functions, and give appropriate credit upon successful completion of an assignment. Most technical and routine work can be delegated to able and willing subordinates, as can tasks involving only one specialist function. Policy formulation and decisions bearing on the objectives of the organization should not be delegated by administrators. Potential pitfalls which may be encountered in the delegative process include abdication of responsibility by the administrator, lack of time to disseminate information to the delegates, and unwillingness of subordinates to assume extra responsibility. The concept of delegation in organizations has been accepted by educators. It is viewed as a necessary professional competency for today's school administrator.

Research studies of administrators in business indicate that executives did not delegate as many of their responsibilities as they desired. Effective leaders, however, used the technique consistently. In those organizations, productivity also increased. Most reported research of delegation by school administrators, conducted since 1950, indicates that the technique is not widely used.

## CHAPTER IV

### RESEARCH DESIGN AND PROCEDURE

#### Introduction

The procedure and methodology of the study is presented in this chapter. The description includes the research design, the data collection process, a complete report of the instrumentation, and the statistical analyses used to examine the data.

#### Research Design

##### Target Population

The target population for this study was full-time principals of public elementary schools which are administratively organized to include any combination of grades between kindergarten and grade six, and which are located within Michigan public school districts, excluding those in the school system of the city of Detroit.

##### Sampling Design

Michigan Department of Education data for 1973-1974, available to the researcher on computer tape, were used to design a sampling frame for the study.<sup>1</sup> The computer tape was programmed to exclude all school buildings not defined by the researcher as elementary schools,

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<sup>1</sup>Computer tape of building enrollments for 1973-1974 (Lansing, Michigan: Michigan Department of Education, Research, Evaluation and Assessment Services).

and those located in the school system of the city of Detroit; and to arrange those remaining school buildings into nine strata, as shown in Table 4-1, based on building enrollment and school district size.

TABLE 4-1.--Sampling Design.

		<u>Building Enrollment</u>		
		S	M	L
<u>District Size</u>	S	202	61	6
	M	914	462	57
	L	340	328	28

2398 = total number of schools

Building enrollment groupings were:

Small - 1 - 399 students

Medium - 400 - 699 students

Large - 700 + students

School district size groupings were:

Small - 1 - 1499 students

Medium - 1500 - 9999 students

Large - 10000 + students

Due to the existence of very few buildings with large enrollment, medium and large buildings were combined.<sup>2</sup> Any building having more than 400 students was considered a large building. The revised sampling design, as shown in Table 4-2, had six strata.

TABLE 4-2.--Revised Sampling Design.

		<u>Building Enrollment</u>	
		S	L
<u>District Size</u>	S	202	67
	M	914	519
	L	340	356

2398 = total number of schools

From each stratum, a 38 percent random proportional allocation was drawn. The sample, selected by this method, provided a probability sample of Michigan public elementary school principals as related to two of the variables of interest: building enrollment and school district size. The number of buildings drawn for the study is recorded in Table 4-3.

The position of elementary principal, as the unit of interest for the study, was matched with each school building drawn in the sample.

<sup>2</sup>Conferences held with Dr. Maryellen McSweeney, Department of Counseling, Personnel Services, and Educational Psychology and Dr. Herbert C. Rudman, Department of Administration and Higher Education, College of Education, Michigan State University, E. Lansing, Michigan, August 2, 1974.

TABLE 4-3.--Schools Sampled for the Study.

		<u>Building Enrollment</u>	
		S	L
<u>District Size</u>	S	77	25
	M	348	197
	L	129	135

911 = total number of schools

School addresses were obtained from the Michigan Education Directory and Buyer's Guide, 1973-1974.<sup>3</sup>

#### Sampling Frame Difficulties

The researcher was aware of some shortcomings in the research design. Specifically, these were:

1. The strata were formed based on data about individual elementary school buildings. Elementary principals who supervised more than one building had an increased probability of being selected in the sample.

2. The sampling frame did not contain information about the position of principal being full-time or part-time. Since the study was concerned with only full-time elementary principals, a filter

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<sup>3</sup>Michigan Education Directory and Buyer's Guide, 1973-1974  
(Lansing, Michigan: 701 Davenport Building).

question was included in the instrumentation to delete part-time elementary principals from the study.

3. Elementary school buildings which may have ceased operation since the 1973-1974 school year were foreign elements in the sampling frame.

4. Elementary school buildings which may have begun operation since the 1973-1974 school year were missing elements in the sampling frame, and had no chance of selection in the sample.

### Data Collection

#### Method

The most practical means of gathering data for this study was considered by the researcher to be by use of a mailed questionnaire. This method is widely used in survey research involving large samples. The questionnaire, Delegation of Administrative Tasks Survey, was mailed to the elementary principal matched to each of the 911 school buildings drawn in the sampling procedure. Questionnaires were printed in three colors to indicate school district size, and to facilitate their coding upon return.

A cover letter which solicited the cooperation of the proportional and randomly selected participants and which carried the endorsement of the Michigan Association of Elementary School Principals was enclosed along with a stamped, addressed envelope for return of the questionnaire. A stamped, addressed postcard was included also so that respondents could indicate completion of the survey without identifying their responses. This procedure is



consistent with the ethics of survey research.<sup>4</sup> The participants were asked to return their questionnaires and post cards within two weeks.

A copy of the cover letter and post card may be found in Appendices B and C (pp. 200-203).

#### Follow-Up

Follow-up procedures were utilized for non-respondents at the end of the two week period. A duplicate copy of the questionnaire, Delegation of Administrative Tasks Survey, another cover letter asking for cooperation with the study, a stamped, addressed envelope, principal for whom the original post card had not been returned. A copy of the follow-up cover letter may be found in Appendix D (pp. 204-205).

Sufficient returns were received (see page 122) so that further contact with non-respondents was unnecessary.<sup>5</sup> The data were then analyzed.

#### Tabulation

As responses were received, those from part-time principals and those which were not completed for all administrative areas were deleted for analysis. The information recorded on the remaining completed questionnaires was coded and transferred to Data Coding Forms.

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<sup>4</sup>Earl R. Babbie, Survey Research Methods (Belmont, California: Wadsworth Publishing Company, Inc., 1973), pp. 166-167, 351.

<sup>5</sup>Walter R. Borg and Meredith D. Gall, Educational Research (2nd ed.; New York: David McKay Company, Inc., 1971), p. 209.

Principals who reported supervising more than one building were considered for analysis in the cell based on the total number of students supervised. In some cases, a principal was included for analysis in the group, "Large Number of Students Supervised," although he may have been randomly selected from a building with a small enrollment. The Data Coding Forms were then submitted to the Michigan State University Computer Laboratory for transfer by key-punch machine to 80-column computer cards and for verification.

Frequency and percentage counts for the raw data were obtained by use of the CISSR-STAT SYSTEM computer program. The raw data were then converted to a second set of computer cards, through the services of Applications Programming at the Computer Laboratory, which produced a total delegation score and a sub-score for each of the six administrative areas included in the Delegation of Administrative Tasks Survey.

### Instrumentation

#### Description

The instrument used in the study, from which a measurement of delegation of administrative tasks was obtained, is similar to that constructed by Dr. Jack K. Mawdsley with the assistance of a consultant in the Office of Research Consultation, College of Education, Michigan State University,<sup>6</sup> and was used with his permission. It was also used

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<sup>6</sup>Jack K. Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables" (unpublished Ed. D. dissertation, Michigan State University, 1968), pp. 80-87.

by Potts.<sup>7</sup> The questionnaire was modified to fit the elementary principal's role rather than the high school principal's role.

The instrument was based on a listing of administrative tasks, adapted from an inventory by Hencley, McCleary, and McGrath,<sup>8</sup> concerning the suggested interrelationships among the various offices within the administration of an entire school system. The modified listing includes 63 specific tasks, grouped into six major school administration areas:

1. Instructional and Curriculum Development
2. Staff Personnel
3. Pupil Personnel
4. Finance and Business Management
5. School Plant and Services
6. School-Community Relations

A copy of the complete instrument may be found in Appendix E (p. 206-212).

#### Rationale for Selection

The instrument was selected after a review of the literature disclosed that this instrument seemed to provide a complete listing of the tasks which elementary principals perform. The tasks specified

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<sup>7</sup>Vernon Russell Potts, "A Study of the Relationship of Professional Negotiations to the Administrative Tasks Performed by High School Principals in Michigan" (unpublished Ph.D. dissertation, Michigan State University, 1970).

<sup>8</sup>Stephen P. Hencley, Lloyd E. McCleary, and J. H. McGrath, The Elementary School Principalship (New York: Dodd, Mead and Company, 1970), pp. 82-87.

by Hencley, McCleary, and McGrath are in general agreement with those discussed by Cooper;<sup>9</sup> Ellsbree, McNally, and Wynn;<sup>10</sup> Faber and Shearron;<sup>11</sup> Goldman;<sup>12</sup> Shuster and Stewart;<sup>13</sup> and Snyder and Peterson<sup>14</sup> as being the main functions and responsibilities of the elementary principal.

Other delegation studies based on responses to a similar listing of administrative tasks have been made by Traylor,<sup>15</sup> Schmidle,<sup>16</sup> and Welker.<sup>17</sup>

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<sup>9</sup>John E. Cooper, Elementary School Principalship (Columbus, Ohio: Charles E. Merrill Books, Inc., 1967), p. 9.

<sup>10</sup>Willard S. Ellsbree, Harold J. McNally, and Richard Wynn, Elementary School Administration and Supervision (New York: American Book Company, 1967), pp. 18-19.

<sup>11</sup>Charles F. Faber and Gilbert F. Shearron, Elementary School Administration (New York: Holt, Rinehart and Winston, Inc., 1970), pp. 212-213.

<sup>12</sup>Samuel Goldman, The School Principal (New York: The Center for Applied Research in Education, Inc., 1966), pp. 29-31.

<sup>13</sup>Albert H. Shuster and Don H. Stewart, The Principal and the Autonomous Elementary School (Columbus, Ohio: Charles E. Merrill, 1973), pp. 14, 268-269.

<sup>14</sup>Fred A. Snyder and R. Duane Peterson, Dynamics of Elementary School Administration (Boston: Houghton Mifflin Company, 1970), pp. 116-117.

<sup>15</sup>Dale Emmett Traylor, "The Delegation of Authority and Responsibility as Practiced by Junior College Chief Administrators" (unpublished Ed. D. dissertation, Colorado State College, 1967).

<sup>16</sup>Richard P. Schmidle, "A Study of Delegating Practices of Secondary School Principals in New York State" (unpublished Ed. D. dissertation, State University of New York at Buffalo, 1966).

<sup>17</sup>Howard Everett Welker, "The Staffing of the Elementary Schools of New York State and the Methods by which Certain Functions of Educational Administration are Performed" (unpublished Ed. D. dissertation, The University of Buffalo, 1961).

### Validity

The chosen instrument has not been validated by studies, nor was it the researcher's intent to conduct a check on its validity. However, because of the previously stated rationale for selection, based on the views of recognized authorities on the elementary principalship, the instrument is believed to have content validity.

### Reliability

After administration of the Delegation of Administrative Tasks Survey, Hoyt's analysis of variance procedure was used to measure the internal consistency of the instrument, as an aid for interpretation of the survey results.<sup>18</sup> The reliability was computed only on those subjects who responded to all items for a given scale, as was required by the CISSR-STAT SYSTEM computer program. This program was recommended by the Michigan State University Office of Research Consultation.

An overall reliability coefficient of .92 was obtained for the total instrument. Coefficients for each of the sub-scales are shown in Table 4-4. These levels indicate that the questionnaire used in the study can be considered a reliable measuring device.<sup>19,20,21,22</sup>

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<sup>18</sup>Cyril J. Hoyt, "Test Reliability Estimated by Analysis of Variance," Psychometrika, 6 (1941), 153-160.

<sup>19</sup>Borg and Gall, Educational Research, 2nd ed., p. 360.

<sup>20</sup>William A. Mehrens and Irvin J. Lehmann, Standardized Tests in Education (New York: Holt, Rinehart and Winston, Inc., 1969), p. 41.

<sup>21</sup>Oscar Krisen Buros, ed., The Seventh Mental Measurements Yearbook (Highland Park, New Jersey: Gryphon Press, 1972), p. 1528.

<sup>22</sup>Anne Anastasi, Psychological Testing (2nd ed.; New York: Macmillan Company, 1961), pp. 552-553.

TABLE 4-4.--Reliability of Delegation of Administrative Tasks Survey as Estimated by Hoyt's Analysis of Variance Procedure.

Area	Number of Subjects	Number of Items	Reliability Coefficient
Instruction and Curriculum Development	353	11	.80
Staff Personnel	267	18	.83
Pupil Personnel	302	12	.84
Finance and Business Management	279	8	.73
School Plant and Services	240	8	.72
School-Community Relations	469	6	.69
Total	105	63	.92

#### Response Format

Each principal was asked to select a response that indicated his involvement with each administrative task. The legend used provided a five point Likert continuum, which extended from the principal's personal performance of the task, "I do all of this," to his complete delegation of it, "I do none of this; I delegate all of it to other staff members." The interim steps between the two extremes allowed respondents some leeway to indicate their degree of delegation and involvement. It was assumed that each task was weighted equally, and that there was an equal distance between numbers.

The legend was the same as that used by Mawdsley in his study. It was:

1. I do all of this.

2. I do more than half of this, but delegate some of it to other staff members.
3. I do about half of this and delegate about half of it to other staff members.
4. I do less than half of this; I delegate most of it to other staff members.
5. I do none of this; I delegate all of it to other staff members.

Anticipating that some principals included in the study might not be responsible for each of the tasks listed in the questionnaire, another response choice was added to the legend. It was:

0. I am not responsible for this task.

### Scoring

Using the numerical values of one to five from the legend, a total delegation score and a sub-score for each of the six administrative areas was computed for each respondent. The total delegation score was the mean score of all 63 administrative task scores, and the sub-scores were the mean scores of the specific task scores included within each of the six administrative areas. Excluded from the computation were those tasks for which the principal indicated he was not responsible, or to which he failed to respond.

### Statistical Analysis of the Data

### Procedure

An analysis of variance with appropriate "F" tests was used to determine the significance of difference between mean scores as

specified in each null hypothesis. This method of inferential statistics was used because it is a robust test based on these assumptions:

1. Random sampling within each population
2. Normal distribution of each population with respect to scores on the Delegation of Administrative Tasks Survey
3. Equal variances of each population with respect to scores on the Delegation of Administrative Tasks Survey
4. Independent samples in the study<sup>23</sup>

Certain violations of these assumptions have little effect on the results of the statistical analysis.<sup>24</sup> Glass and Stanley report that "the effects of non-normality on the nominal level of significance of the F-test are extremely slight,"<sup>25</sup> and that "the influence of violation of the assumption of homogeneous variances is not very great when the N's are equal."<sup>26</sup> For unequal N's, the variances may have a 2:1 range without violating the assumption of equal variances.<sup>27</sup>

For those null hypotheses which were rejected, post hoc comparisons procedures were used as a method for determining the location and the size of the statistical differences between groups. Scheffé's method was used, rather than Tukey's, because pair contrasts

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<sup>23</sup>Gene V. Glass and Julian C. Stanley, Statistical Methods in Education and Psychology (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1970), p. 340.

<sup>24</sup>Ibid.

<sup>25</sup>Ibid., p. 372.

<sup>26</sup>Ibid., p. 371.

<sup>27</sup>Conference held with Dr. Maryellen McSweeney, Department of Counseling, Personnel Services, and Educational Psychology, College of Education, Michigan State University, East Lansing, Michigan, July 16, 1974.



of unequal sizes were being analyzed. The S-method gives a wider confidence interval around differences between means than the T-method, so it will produce fewer significant differences between means when used with simple contrasts.<sup>28</sup>

The dependent sample t-test was performed on the data of least preferred and most preferred administrative areas to determine if there were a significant difference between the mean scores. The formula<sup>29</sup> used was:

$$t = \frac{\bar{d}}{s_n / \sqrt{n}}$$

### Significance Level

The level of significance used for rejection of hypotheses expressed in null terms was chosen at the .05 level. This a priori decision eliminates researcher bias which might occur when the significance level is not fixed before analysis of the data.<sup>30</sup>

### Computer Programs

Data were processed through the use of the Control Data Corporation (CDC) 6500 Computer. Programs for analysis were written with the assistance of computer consultants in the Office of Research Consultation, College of Education and in the offices of the Computer

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<sup>28</sup>Glass and Stanley, Statistical Methods in Education and Psychology, pp. 395-445.

<sup>29</sup>Ibid., pp. 297-300.

<sup>30</sup>Borg and Gall, Educational Research, 2nd ed., p. 288.

Institute for Social Science Research (CISSR), Computer Laboratory at Michigan State University.

The CISSR-STAT SYSTEM, UNEQ. 1 was used to test hypotheses requiring a one-way analysis of variance, and for determining the difference in scores of principals' least preferred administrative areas and their most preferred administrative areas. This program was used because it permitted interpretation of unequal cell sizes, and because it could automatically delete subjects who had no sub-score on a given scale. The CISSR-STAT SYSTEM was used to obtain frequency and percentage counts for the raw data, and for the two-way analysis of variance used to compute Hoyt's Reliability.

The Jeremy D. Finn Multivariate computer program was selected to test the hypotheses requiring a two-way analysis of variance of the data. This program is capable of analyzing unequal cell sizes and of producing p values for two orderings of the design.<sup>31</sup>

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<sup>31</sup>Verda M. Scheifley and William H. Schmidt, "Jeremy D. Finn's Multivariate--Occasional Paper No. 22" (East Lansing, Michigan: Michigan State University, College of Education, October, 1973), pp. 1-5.

## CHAPTER V

### ANALYSIS OF THE DATA

#### Introduction

This chapter consists of two parts. The first section is concerned with reporting general data about the response rate, the variables of the study, and the summary statistics for the Delegation of Administrative Tasks Survey. The second portion contains the information related to the seven general hypotheses and the forty-three operational hypotheses of the study. The results of the statistical testing of each hypothesis are presented.

#### Summary Information

In this section of the analysis of the data, the author presents information about the response rate and about the variables of the study. An account will be made of the number of persons in the population and in the sample, of the number of responses received, of those which were deleted, and of those actually used for analysis of the data. Factual knowledge will be given about the elementary principals' sex, number of years of experience, school district size, number of students supervised, number of buildings supervised, and their least preferred and most preferred administrative areas. In addition, mean scores and standard deviations will be presented for the six administrative areas included in the Delegation of Administrative Tasks Survey, and for the total delegation score.

### Response Rate

The survey instrument was mailed to 911 Michigan public elementary school principals. Seven of these were returned to the sender as undeliverable, therefore 904 principals were considered to be the total group sampled. Of these, 749 responded to the study, representing 82.9 percent of the randomly selected participants. Incomplete returns were received from seventy-two principals, and fifty questionnaires from part-time principals were deleted. The remaining 627 responses used for analysis of the data represented 69.4 percent of the total group sampled. This information is summarized in Table 5-1 by school district size.

The response rate by school building size can be noted in Table 5-2. As reported in Chapter IV, some principals who reported supervising more than one building were randomly selected from a building with a small enrollment, but were included for analysis with the group, "Large Number of Students Supervised," if the total number of students they supervised exceeded four hundred. This explains why the number of responses for the "large" group exceeds the number in the sample.

Table 5-3 shows the number of respondents for each cell of the research design. The discrepancy can again be observed between the categories used as a basis for sampling and as the basis for data analysis.

### Variables of the Study

One of the author's purposes in this study was to determine if there are differences in the degree to which Michigan public elementary

TABLE 5-1.--Response Rate by District Size.

Group	Number in Population	Number in Sample	Responses		Used for Analysis		Deletions	
			N	%	N	%	Part-Time Principals	Incomplete Returns
Small (0-1499 Students)	269	99	85	85.9	51	51.5	19	15
Medium (1500-9999 Students)	1433	543	457	84.2	418	77.0	31	8
Large (10000 or more Students)	696	262	207	79.0	158	60.3	0	49
Total	2398	904	749	82.9	627	69.4	50	72

TABLE 5-2.--Response Rate by Building Size.

Group	Number in Population	Number in Sample	Number of Responses	Number Used for Analysis	Deletions	
					Part-Time Principals	Incomplete Returns
Small (0-399 Students)	1456	548	277 <sup>a</sup>	215	48	14
Large (400 or more Students)	942	356	472 <sup>a</sup>	412	2	58
Total	2398	904	749	627	50	72

<sup>a</sup>Many principals, who were sampled from small buildings, were classified for analysis with large buildings because of the reported number of students supervised.

TABLE 5-3.--Response Rate by Building Size and District Size.

Group	Number in Population	Number in Sample	Number of Responses	Number Used for Analysis	Deletions	
					Part-Time Principals	Incomplete Returns
Small Buildings in Small Districts	202	74	39 <sup>a</sup>	15	19	5
Small Buildings in Medium Districts	914	346	173 <sup>a</sup>	144	29	0
Small Buildings in Large Districts	340	128	65 <sup>a</sup>	56	0	9
Large Buildings in Small Districts	67	25	46 <sup>a</sup>	36	0	10
Large Buildings in Medium Districts	519	197	284 <sup>a</sup>	274	2	8
Large Buildings in Large Districts	356	134	142 <sup>a</sup>	102	0	40
Total	2398	904	749	627	50	72

<sup>a</sup>Many principals, who were sampled from small buildings, were classified for analysis with large buildings because of the reported number of students supervised.

school principals delegate administrative tasks when related to the selected variables of sex, number of years of experience as a principal, school district size, number of students supervised, and number of buildings supervised. Prior to testing these hypotheses, frequency and percentage counts were made of the raw data being used for analysis, from which a description of each of the variables can be made for the principals included in the study.

Table 5-4 indicates that 81.82 percent of the usable responses came from male principals, and Table 5-5 shows that the largest group of participants had between four and nine years of experience as a principal.

Two-thirds of the subjects in this research were from medium size school districts, as exhibited in Table 5-6, and supervised more than four hundred students, as can be observed in Table 5-7.

Table 5-8 gives the number and percent of principals for each cell of the study design. The largest group of respondents were those who supervised more than four hundred students in medium size school districts.

TABLE 5-4.--Sex of Respondents in the Study.

Group	Number	Percent
Male	513	81.82
Female	114	18.18
Total	627	100



TABLE 5-5.--Levels of Experience of Respondents in the Study.

Group	Number	Percent
0 years	21	3.35
1- 3 years	108	17.23
4- 9 years	256	40.83
10-19 years	206	32.86
20-29 years	36	5.74
Total	627	100

TABLE 5-6.--District Size of Respondents in the Study.

Group	Number	Percent
Small (0 - 1499 Students)	51	8.13
Medium (1500 - 9999 Students)	418	66.67
Large (10000 or more Students)	158	25.20
Total	627	100

TABLE 5-7.--Number of Students Supervised by Respondents in the Study.

Group	Number	Percent
Small (0 - 399 Students)	215	34.29
Large (400 or more Students)	412	65.71
Total	627	100

TABLE 5-8.--Number of Students Supervised and District Size of Respondents in the Study.

Group	Number	Percent
Small Number of Students Supervised in Small Districts	15	2.39
Small Number of Students Supervised in Medium Districts	144	22.97
Small Number of Students Supervised in Large Districts	56	8.93
Large Number of Students Supervised in Small Districts	36	5.74
Large Number of Students Supervised in Medium Districts	274	43.70
Large Number of Students Supervised in Large Districts	102	16.27
Total	627	100

One out of four principals included in the research was responsible for supervising two or more elementary buildings. These data are given in Table 5-9.

TABLE 5-9.--Number of Buildings Supervised by Respondents in the Study.

Group	Number	Percent
1 Building	473	75.44
2 or more Buildings	154	24.56
Total	627	100

Additional variables of interest were the principals' least preferred and most preferred administrative areas. Examination of Table 5-10 reveals that the Finance and Business Management and School Plant and Services Areas were least preferred by respondents in the study. The administrative area in which most principals preferred to work was Instruction and Curriculum Development.

#### Summary Statistics

Summary scores from the statistical treatment of the data embrace the number of respondents included in the analysis, the mean score, and the standard deviation for each of the administrative areas and for the total delegation score. This information is found in Table 5-11. Areas in which the analysis of variance indicated a significant difference at the .05 level are noted and will be discussed with the reported findings of each hypothesis.

TABLE 5-10.--Least and Most Preferred Administrative Areas of Respondents in the Study.

Area	Least		Most	
	N	%	N	%
Instruction and Curriculum Development	29	4.63	299	47.69
Staff Personnel	8	1.28	93	14.83
Pupil Personnel	9	1.44	157	25.04
Finance and Business Management	283	45.14	12	1.91
School Plant and Services	265	42.27	1	.16
School-Community Relations	24	3.83	61	9.73
No Response	9	1.44	4	.64
Total	627	100	627	100

TABLE 5-11.--Summary Scores for Delegation of Administrative Tasks Survey.

Area	Number	Mean	Standard Deviation
Instruction and Curriculum Development	625	2.636 <sup>a</sup>	.5860
Staff Personnel	627	1.976 <sup>b</sup>	.5457
Pupil Personnel	627	2.751	.7299
Finance and Business Management	625	2.160 <sup>a</sup>	.7665
School Plant and Services	622	2.431 <sup>a</sup>	.7782
School-Community Relations	624	2.047 <sup>a,b</sup>	.7041
Total Score	627	2.333	.4446

<sup>a</sup>Significant difference--by district size.<sup>b</sup>Significant difference--by number of buildings supervised.

### Tests of Hypotheses

This section of the analysis of the data includes a presentation by the author of each hypothesis, the result of its statistical analysis, and the rationale for a decision for acceptance or rejection of each. Each general hypothesis will be stated, followed by the operational or subhypotheses related to the specific administrative areas of the Delegation of Administrative Tasks Survey.

#### General Hypothesis I:

There will be a significant difference between female elementary principals and male elementary principals in the delegation of administrative tasks.

#### Operational Hypothesis H1a:

There will be a significant difference between the mean total delegation scores of female elementary principals and male elementary principals, as measured by the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H1b:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H1c:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

#### Operational Hypothesis H1d:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary

principals, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H1e:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H1f:

There will be a significant difference between the mean sub-scores for female elementary principals and male elementary principals, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H1g:

There will be a significant difference between the mean sub-scores of female elementary principals and male elementary principals, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

An analysis of variance was performed on the mean scores of female and male elementary principals for each area of the survey, using the .05 level to determine significance. For each hypothesis relating to the sex variable, the difference between the mean scores of females and the mean scores of males was found not to be significant. Therefore, Operational Hypotheses H1a through H1g were rejected. This information is displayed in complete form in Anova Tables 5-12 through 5-18.

General Hypothesis II:

There will be a significant difference among elementary principals with varied levels of experience as a principal, in the delegation of administrative tasks.

TABLE 5-12.--ANOVA--Analysis of Total Delegation Score by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.0510	1	.0510	.2579	.612	No
Within Groups	123.7069	625	.1979			
Total	123.7579	626				

TABLE 5-13.--ANOVA--Analysis of Instruction and Curriculum Development by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.1363	1	.1363	.3965	.529	No
Within Groups	214.1233	623	.3437			
Total	214.2596	624				

TABLE 5-14.--ANOVA--Analysis of Staff Personnel by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.0854	1	.0854	.2866	.593	No
Within Groups	186.3221	625	.2981			
Total	186.4075	626				

TABLE 5-15.--ANOVA--Analysis of Pupil Personnel by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.4046	1	.4047	.7593	.384	No
Within Groups	333.1126	625	.5330			
Total	333.5172	626				

TABLE 5-16.--ANOVA--Analysis of Finance and Business Management by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.5003	1	.5003	.8515	.356	No
Within Groups	366.0801	623	.5876			
Total	366.5804	624				

TABLE 5-17.--ANOVA--Analysis of School Plant and Services by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	2.0629	1	2.0629	3.4195	.065	No
Within Groups	374.0197	620	.6033			
Total	376.0826	621				



TABLE 5-18.--ANOVA--Analysis of School-Community Relations by Sex of Principal.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.1491	1	.1491	.3004	.584	No
Within Groups	308.7183	622	.4963			
Total	308.8674	623				

Operational Hypothesis H2a:

There will be a significant difference among the mean total delegation scores of elementary principals in each level of experience, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2b:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Instruction and Curriculum development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2c:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2d:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2e:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the

administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2f:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H2g:

There will be a significant difference among the mean sub-scores of elementary principals in each level of experience, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

The difference among the mean scores of elementary principals with varied levels of experience was determined by an analysis of variance not to be significant for any of the administrative areas. Accordingly, Operational Hypotheses H2a through H2g were rejected. The supporting data are reported in ANOVA Tables 5-19 through 5-25.

TABLE 5-19.--ANOVA--Analysis of Total Delegation Score by Level of Experience.

Source of Variation	SS	df	MS	f	P	Significant
Between Groups	.2100	4	.0525	.2643	.901	No
Within Groups	123.5479	622	.1986			
Total	123.7579	626				

TABLE 5-20.--ANOVA--Analysis of Instruction and Curriculum Development by Level of Experience.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	1.7674	4	.4418	1.2892	.273	No
Within Groups	212.4922	620	.3427			
Total	214.2596	624				

TABLE 5-21.--ANOVA--Analysis of Staff Personnel by Level of Experience.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.8875	4	.2219	.7439	.562	No
Within Groups	185.5201	622	.2983			
Total	186.4075	626				

TABLE 5-22.--ANOVA--Analysis of Pupil Personnel by Level of Experience.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.8501	4	.2125	.3974	.811	No
Within Groups	332.6671	622	.5348			
Total	333.5172	626				

TABLE 5-23.--ANOVA--Analysis of Finance and Business Management by Level of Experience.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	2.6650	4	.6662	1.1351	.339	No
Within Groups	363.9155	620	.5870			
Total	366.5804	624				

TABLE 5-24.--ANOVA--Analysis of School Plant and Services by Level of Experience.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.4826	4	.1206	.1982	.939	No
Within Groups	375.6000	617	.6088			
Total	376.0826	621				

TABLE 5-25.--ANOVA--Analysis of School-Community Relations by Level of Experience.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	3.1364	4	.7841	1.5876	.176	No
Within Groups	305.7309	619	.4939			
Total	308.8674	623				

### General Hypotheses III, IV, and V:

The three general hypotheses which were statistically analyzed concurrently by the two-way analysis of variance are:

#### General Hypothesis III:

There will be a significant difference among elementary principals within small, medium, and large school districts in the delegation of administrative tasks.

#### General Hypothesis IV:

There will be a significant difference between elementary principals with small and large numbers of students supervised in the delegation of administrative tasks.

#### General Hypothesis V:

There will be a significant interaction between small, medium, and large school districts and small and large numbers of students supervised in the delegation of administrative tasks by elementary principals.

The three operational hypotheses based on these general statements and which have been advanced for each administrative area of the Delegation of Administrative Tasks Survey will be stated, followed by the results of the statistical analysis. If a significant difference was detected by the two-way analysis of variance, Scheffe's post hoc comparisons procedures were used to determine between which groups the significant difference existed. The .05 level was used for both the analysis of variance and for Scheffé's post hoc procedures.

#### Operational Hypothesis H3a:

There will be a significant difference among the mean total delegation scores of elementary principals within small, medium, and large school districts, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4a:

There will be a significant difference between the mean total delegation scores of elementary principals with small and large numbers of students supervised, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5a:

There will be a significant interaction of mean total delegation scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, as measured by the Delegation of Administrative Tasks Survey.

The difference among the total delegation scores of elementary Principals within each cell of the research design was found not to be significant. See Table 5-26. Therefore, Operational Hypotheses H3a, H4a, and H5a were rejected.

Operational Hypothesis H3b:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4b:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5b:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

TABLE 5-26.--ANOVA--Analysis of Total Delegation Score by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	.0030	2	.0015	.0074	.9927	No
Number of Students Supervised	.0433	1	.0433	.2187	.6402	No
District by Number of Students	.7522	2	.3761	1.8993	.1506	No
Within Cells	122.9580	621	.1980			
Total	123.7565	626				

The analysis of variance reported in Table 5-27 indicates that a significant difference or significant interaction was not found among the principals' mean scores for the administrative area, Instruction and Curriculum Development. Operational Hypotheses H3b, H4b, and H5b were thus rejected.

TABLE 5-27.--ANOVA--Analysis of Instruction and Curriculum Development by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	2.0320	2	1.0160	2.9702	.0521	No
Number of Students Supervised	.3187	1	.3187	.9317	.3348	No
District by Number of Students	.1668	2	.0834	.2437	.7838	No
Within Cells	211.7599	619	.3421			
Total	214.2774	624				

Operational Hypothesis H3c:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4c:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5c:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

The analysis of variance reported in Table 5-28 illustrates that a significant difference or significant interaction was not found among the principals' mean scores for the Staff Personnel section of the survey. Accordingly, Operational Hypotheses H3c, H4c, and H5c were rejected.

Operational Hypothesis H3d:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4d:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.



TABLE 5-28.--ANOVA--Analysis of Staff Personnel by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	1.7692	2	.8846	2.9966	.0507	No
Number of Students Supervised	.3350	1	.3350	1.1349	.2872	No
District by Number of Students	.9878	2	.4939	1.6733	.1885	No
Within Cells	183.3192	621	.2952			
Total	186.4112	626				

Operational Hypothesis H5d:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.

The difference among the mean response scores of elementary principals for the administrative area of Pupil Personnel was found not to be significant by district size, by the number of students supervised, or by their interaction. The statistical test as reported in Table 5-29 supports the rejection of Operational Hypotheses H3d, H4d, and H5d.

Operational Hypothesis H3e:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

TABLE 5-29.--ANOVA--Analysis of Pupil Personnel by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	.2992	2	.1496	.2799	.7560	No
Number of Students Supervised	.3220	1	.3220	.6022	.4381	No
District by Numbers of Students	.8500	2	.4250	.7949	.4521	No
Within Cells	332.0487	621	.5347			
Total	333.5199	626				

Operational Hypothesis H4e:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5e:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

The analysis of variance reported in Table 5-30 illustrates that a significant difference or significant interaction was not found among the principals' mean scores for the Finance and Business Management section of the survey. Accordingly, Hypotheses H3e, H4e, and H5e were rejected.

TABLE 5-30.--ANOVA--Analysis of Finance and Business Management by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	3.3746	2	1.6873	2.9110	.0552	No
Number of Students Supervised	2.1991	1	2.1991	3.7941	.0519	No
District by Number of Students	2.2270	2	1.1135	1.9211	.1474	No
Within Cells	358.7724	619	.5796			
Total	366.5731	624				

Operational Hypothesis H3f:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4f:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5f:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

The analysis of variance reported in Table 5-31 found that there was a significant difference among the principals' mean scores in small, medium, and large school districts for the administrative area of School Plant and Services. Since the difference between their mean scores based on the number of students supervised, or on the interaction of district size with the number of students supervised was found not to be significant, Operational Hypotheses H4f and H5f were rejected.

TABLE 5-31.--ANOVA--Analysis of School Plant and Services by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	7.4306	2	3.7153	6.2523	.0021	Yes
Number of Students Supervised	.0912	1	.0912	.1534	.6955	No
District by Number of Students	2.5196	2	1.2598	2.1200	.1210	No
Within Cells	366.0272	616	.5942			
Total	376.0686	621				

Using Scheffé's post hoc comparisons procedures, the difference between the mean response scores of principals in small districts and in medium districts was found to be significant. The difference between principals' mean scores in small districts and in large districts was also found to be significant, whereas the difference

between mean scores of principals in medium and in large districts was not found to be significant. These data are listed in Table 5-32. Since significant differences were found by this procedure, Operational Hypothesis H3f was retained.

TABLE 5-32.--Summary Statistics and Post Hoc Comparisons for School Plant and Services by District Size.

Group	Number	Mean	Pooled Standard Deviation		
Small Districts	49	2.756	.9320		
Medium Districts	415	2.439	.7407		
Large Districts	158	2.312	.7946		
Post Hoc Comparisons					
Contrast	Estimate of Contrast	Calculated Value	95% Confidence Interval	Sig.	
Medium Dist. - Small Dist.	.317	$\pm$ .2857	(.0313, .6027)	Yes	
Large Dist. - Small Dist.	.444	$\pm$ .3093	(.1347, .7533)	Yes	
Large Dist. - Medium Dist.	.127	$\pm$ .1768	(-.0498, .3038)	No	

Operational Hypothesis H3g:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H4g:

There will be a significant difference between the mean sub-scores of elementary principals with small and large numbers of students supervised, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H5g:

There will be a significant interaction of mean sub-scores of elementary principals within small, medium, and large school districts and with small and large numbers of students supervised, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

For the section of the Delegation of Administrative Tasks Survey identified as School-Community Relations, a significant difference was found among the mean scores of principals in small, medium, and large school districts. The information given in Table 5-33 indicates that there was no significant difference related to the number of students supervised, nor was there any significant interaction of principals' mean scores for small, medium, and large districts with their mean scores for small and large numbers of students supervised. Operational Hypotheses H4g and H5g were thus rejected.

TABLE 5-33.--ANOVA--Analysis of School-Community Relations by District Size by Number of Students Supervised.

Source of Variation	SS	df	MS	F	P	Significant
District Size	8.5462	2	4.2731	8.8260	.0002	Yes
Number of Students Supervised	.6826	1	.6826	1.4099	.2356	No
District by Number of Students	.4350	2	.2175	.4492	.6384	No
Within Cells	299.1738	618	.4841			
Total	308.8376	623				

By employing the post hoc procedures, the difference between the mean scores of principals in small districts and in medium districts

was found not to be significant. The difference between principals' mean scores in small districts and in large districts was found to be significant, as was the difference between the mean scores of principals in medium districts and in large districts. The data listed in Table 5-34 support retention of Operational Hypothesis H3g.

TABLE 5-34.--Summary Statistics and Post Hoc Comparisons for School-Community Relations by District Size.

Group	Number	Mean	Pooled Standard Deviation
Small Districts	50	2.284	.7771
Medium Districts	416	2.087	.7159
Large Districts	158	1.868	.6095

Post Hoc Comparisons				
Contrast	Estimate of Contrast	Calculated Value	95% Confidence Interval	Sig.
Medium Dist. - Small Dist.	.197	$\pm .2555$	(-.0585, .4525)	No
Large Dist. - Small Dist.	.416	$\pm .2770$	(.139, .6930)	Yes
Large Dist. - Medium Dist.	.219	$\pm .1595$	(.0595, .3785)	Yes

#### General Hypothesis VI:

There will be a significant difference between elementary principals who supervise one building and elementary principals who supervise two or more buildings in the delegation of administrative tasks.

#### Operational Hypothesis H6a:

There will be a significant difference between the mean total delegation scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, as measured by the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6b:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Instruction and Curriculum Development, of the Delegation of Administrative Tasks Survey.

ANOVA Tables 5-35 and 5-36 illustrate that the difference between the mean scores of elementary principals who supervise one building and the mean scores of elementary principals who supervise two or more buildings is not significant for the total delegation survey or for the Instruction and Curriculum Development area. Thereby, Operational Hypotheses H6a and H6b were rejected.

Operational Hypothesis H6c:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

The analysis of variance for the Staff Personnel section of the survey indicated that there is a significant difference between the mean scores of principals who supervise one building and those who supervise two or more buildings. Based on the data found in Table 5-37, Operational Hypothesis H6c was retained. The mean scores and standard deviations are given in Table 5-38.

Operational Hypothesis H6d:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Pupil Personnel, of the Delegation of Administrative Tasks Survey.



TABLE 5-35.--ANOVA--Analysis of Total Delegation Score by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.0262	1	.0262	.1322	.716	No
Within Groups	123.7317	625	.1980			
Total	123.7579	626				

TABLE 5-36.--ANOVA--Analysis of Instruction and Curriculum Development by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.2661	1	.2661	.7746	.379	No
Within Groups	213.9935	623	.3435			
Total	214.2596	624				

TABLE 5-37.--ANOVA--Analysis of Staff Personnel by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	1.7288	1	1.7288	5.8505	.016	Yes
Within Groups	184.6788	625	.2955			
Total	186.4075	626				

TABLE 5-38.--Summary Statistics of Staff Personnel by Number of Buildings Supervised.

Group	Number	Mean	Standard Deviation
One Building	473	2.0057	.5439
Two or More Buildings	154	1.8837	.5427

Operational Hypothesis H6e:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Finance and Business Management, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6f:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

The difference between the mean scores of principals who supervise one building and those who supervise two or more buildings was found not to be significant for the Pupil Personnel, Finance and Business Management, and School Plant and Services sections of the survey. Therefore, Operational Hypotheses H6d, H6e, and H6f were rejected. This information is given in Tables 5-39, 5-40, and 5-41.

Operational Hypothesis H6g:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

TABLE 5-39.--ANOVA--Analysis of Pupil Personnel by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.0010	1	.0010	.0019	.965	No
Within Groups	333.5162	625	.5336			
Total	333.5172	626				

TABLE 5-40.--ANOVA--Analysis of Finance and Business Management by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.6907	1	.6907	1.1761	.279	No
Within Groups	365.8897	623	.5873			
Total	366.5804	624				

TABLE 5-41.--ANOVA--Analysis of School Plant and Services by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	.2683	1	.2683	.4426	.506	No
Within Groups	375.8143	620	.6062			
Total	376.0826	621				

The analysis of variance for the School-Community Relations section, as reported in Table 5-42, showed a significant difference between the mean scores of principals who supervise one building and those who supervise two or more buildings. The difference being significant, Operational Hypothesis H6g was retained. Table 5-43 gives the mean scores and standard deviations.

TABLE 5-42.--ANOVA--Analysis of School-Community Relations by Number of Buildings Supervised.

Source of Variation	SS	df	MS	F	P	Significant
Between Groups	2.1860	1	2.1860	4.4337	.036	Yes
Within Groups	306.6813	622	.4931			
Total	308.8674	623				

TABLE 5-43.--Summary Statistics of School-Community Relations by Number of Buildings Supervised.

Group	Number	Mean	Standard Deviation
One Building	471	2.0134	.6779
Two or More Buildings	153	2.1510	.7724

#### General Hypothesis VII:

The delegation of administrative tasks by elementary principals will be greater in their least preferred administrative area than in their most preferred administrative area.

Operational Hypothesis H7:

The mean sub-scores of elementary principals' least preferred administrative areas will be greater than the mean sub-scores of their most preferred administrative areas, as measured by the Delegation of Administrative Tasks Survey.

Although it was the researcher's original intent to conduct a one-tailed test, the dependent sample t-test, performed at the .05 level and as a two-tailed test, was made on the data of the least preferred and the most preferred administrative areas of elementary principals in case a significant difference existed in the opposite direction from that hypothesized. The test indicated that there was a significant difference, as recorded in Table 5-44.

TABLE 5-44.--Dependent Sample t-test for Least Preferred and Most Preferred Administrative Areas.

Area	Mean	Standard Deviation	Calculated "t"	df	Tabled "t"	Sig.
Least Preferred	2.345	.7959				
Most Preferred	2.425	.6997				
L-M	-.079	.9232	-2.13	613	-1.97	Yes

This hypothesis was further examined by performing the dependent sample t-test on the principals' scores within each cell of the research design. The computations displayed in Table 5-45 show that the only significant difference between the mean scores of principals' least preferred and most preferred areas was found with those subjects who supervised a large number of students in large districts. Examination of the mean scores, however, indicated that the most preferred

TABLE 5-45.--Dependent Sample t-tests for Least Preferred and Most Preferred Administrative Areas,  
by Cells.

Cell	L-M Mean Score	Standard Deviation	Calculated "t"	df	Tabled "t"	Sig.
Small Number of Students Supervised in Small Districts	.480	.864	2.08	13	2.16	No
Small Number of Students Supervised in Medium Districts	.025	.861	.35	142	1.98	No
Small Number of Students Supervised in Large Districts	-.237	1.015	-1.72	53	-2.01	No
Large Number of Students Supervised in Small Districts	-.110	1.077	-.61	35	-2.03	No
Large Number of Students Supervised in Medium Districts	-.071	.919	-1.27	269	-1.98	No
Large Number of Students Supervised in Large Districts	-.237	.885	-2.64	96	-1.99	Yes

administrative area score was higher than the least preferred administrative area score. Based on this information, Operational Hypothesis H7 was rejected.

### Summary

A review of the testing of the forty-two operational hypotheses denotes that of all the possible differences between elementary principals' mean scores for the six areas of the Delegation of Administrative Tasks Survey, only four of these were statistically significant. It should be noted that, at the .05 level, two of these differences could have occurred by chance. The hypotheses retained were:

#### Operational Hypothesis H3f:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area School Plant and Services, of the Delegation of Administrative Tasks Survey.

A significant difference was found between the mean scores of principals in small districts and in medium districts, and between those in small districts and in large districts.

#### Operational Hypothesis H3g:

There will be a significant difference among the mean sub-scores of elementary principals within small, medium, and large school districts, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

A significant difference was found between the mean scores of principals in small districts and in large districts, and between those in medium districts and in large districts.

Operational Hypothesis H6c:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area Staff Personnel, of the Delegation of Administrative Tasks Survey.

Operational Hypothesis H6g:

There will be a significant difference between the mean sub-scores of elementary principals who supervise one building and elementary principals who supervise two or more buildings, for the administrative area School-Community Relations, of the Delegation of Administrative Tasks Survey.

A significant difference was also noted for Operational Hypothesis H7, but in the reverse direction from that stated. Principals who supervised large numbers of students in large districts delegated more in their most preferred administrative area than in their least preferred administrative area.



## CHAPTER VI

### SUMMARY, DISCUSSION OF MAJOR FINDINGS, RECOMMENDATIONS, AND AREAS FOR FURTHER RESEARCH

#### Introduction

A summary of the purpose and methodology of the study, and a discussion of the major findings are presented in this chapter. Recommendations associated with the data, and suggested areas for further research are also included.

#### Summary

#### Background

This study of the delegation of administrative tasks by Michigan public elementary school principals was conducted because of a concern by the researcher for the expanded role and the increase in the responsibilities of the elementary principalship. A number of authorities in the fields of school administration and organizational theory have advocated delegation as an administrative technique which may be used by elementary principals to make it possible for them to allocate the major portion of their administrative effort to those functions considered most important by them.

### Purpose

The investigator sought to determine the degree to which principals claim they delegate administrative tasks in each of six major school administration areas: (1) Instruction and Curriculum Development, (2) Staff Personnel, (3) Pupil Personnel, (4) Finance and Business Management, (5) School Plant and Services, and (6) School-Community Relations. The study was also made to ascertain if there are differences in the degree to which principals delegate in each of these areas when related to the selected variables of sex, number of years as a principal, school district size, number of students supervised, and number of buildings supervised. Another aspect of the study determined whether Michigan public elementary school principals delegated more in their least preferred administrative area than in their most preferred administrative area.

### Design and Methodology

The target population for the study was full-time principals of Michigan public elementary schools which were administratively organized to include any combination of grades between kindergarten and grade six, excluding those located in the school system of the city of Detroit. A random proportional allocation was drawn from each of six stratum, based on building enrollment and school district size. The 911 selected schools were then each matched to the position of elementary principal, to whom was mailed the Delegation of Administrative Tasks Survey, a questionnaire used to obtain the measurement of delegation. The instrument, similar to that constructed by

Dr. Jack K. Mawdsley<sup>1</sup> for his research of delegation by principals of large high schools in Michigan, specified 63 tasks and was based on a listing of administrative tasks advanced by Hencley, McCleary, and McGrath.<sup>2</sup> Each principal in the study was asked to select a response that indicated his involvement with each administrative task, ranging from "I do all of this," to complete delegation of the responsibility, "I do none of this." The use of Hoyt's analysis of variance procedure<sup>3</sup> indicated that the questionnaire could be considered a reliable measuring device. See Table 4-4 (p. 116).

#### Statistical Procedures

Hypotheses, earlier advanced by the researcher, were statistically treated with an analysis of variance with appropriate "F" tests. If a significant difference were noted, the Scheffé post hoc comparisons procedure was used as a method for determining the location and the size of the statistical differences between groups. The dependent sample t-test was performed on the data of least preferred administrative areas to determine if there were a significant difference between the mean scores.

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<sup>1</sup>Jack K. Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables" (unpublished Ed. D. dissertation, Michigan State University, 1968), pp. 80-87.

<sup>2</sup>Stephen P. Hencley, Lloyd E. McCleary, and J. H. McGrath, The Elementary School Principalship (New York: Dodd, Mead, and Company, 1970), pp. 82-87.

<sup>3</sup>Cyril J. Hoyt, "Test Reliability Estimated by Analysis of Variance," Psychometrika, 6 (1941), 153-160.

## A Discussion of the Major Findings

### Principals Make Limited Use of Delegation

The researcher's findings in the study indicated that Michigan public elementary school principals do not widely employ the technique of delegation in their administration. See Table 5-11. The mean delegation score of all respondents on the total survey was 2.33 on a continuum ranging from 1 ("I do all of this.") to 5 ("I do none of this."). This was less than Mawdsley found among principals of large high schools in Michigan, whose mean delegation score was 3.54,<sup>4</sup> but concurs with that of Hemphill, Griffiths, and Frederiksen,<sup>5</sup> who found very little delegation in elementary schools and suggested that their finding was a reasonable one since elementary principals generally have no one to whom to delegate. Welker also found delegation by elementary principals not to be widespread.<sup>6</sup>

The lack of delegation by principals might reflect the administrator's lack of trust in his staff, and/or an unwillingness to involve and to share with his subordinates the decision-making and responsibilities

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<sup>4</sup>Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables," p. 162.

<sup>5</sup>John K. Hemphill, Daniel E. Griffiths, and Norman Frederiksen, Administrative Performance and Personality (New York: Teachers College, Columbia University, 1962), p. 347.

<sup>6</sup>Howard Everett Welker, "The Staffing of the Elementary Schools of New York State and the Methods by Which Certain Functions of Educational Administration Are Performed" (unpublished Ed. D. dissertation, University of Buffalo, 1961).

unique to the elementary school. It might also suggest that elementary leaders discount the technique for fear of losing their own power or authority.

This researcher believes, however, that the small amount of delegation by elementary administrators may be due to its complexity, to a lack of its acceptance, or to a lack of understanding about its use. This suggests a need for elementary school leaders to acquire more understanding of and skill in employing the method. Such need may range from an unawareness of delegation as an effective management tool in school organizations, to a lack of skill in defining or communicating the tasks to be delegated.

It is also speculated that the lack of consistent use of delegation indicates insufficient personnel within the elementary school organization to whom the principal can delegate responsibilities, and/or that delegation to staff members may be limited or prohibited by provisions of the school district's negotiated contracts.

This author propounds that Michigan elementary principals must be willing and able to delegate. The act is essential in a school organization because it eases the job pressure on the administrator, and extends his influence from what he can do to what he can control. It is also important as a means of involvement and training for other staff personnel, who can exercise initiative and develop leadership skills while contributing to the accomplishment of meaningful school goals.

Principals Employ Some Delegation in Areas of  
Pupil Personnel and Instruction and  
Curriculum Development

Michigan elementary principals delegated most in the areas of Pupil Personnel and Instruction and Curriculum Development, with mean scores of 2.75 and 2.64 respectively, as reported in Table 5-11. These scores indicate delegative behavior approaching the position of "I delegate about half of it to other staff members."

The scores are inflated somewhat, however, by high task scores on one or two specific tasks in each area. Table F-4 in Appendix F (p. 217) shows that at least 50 percent of the responding administrators delegated to a large degree (1) diagnosis of pupil learning difficulties, (2) assessment and interpretation of student growth to students, and (3) maintaining student records. These tasks, by their very nature, are suitable ones for the elementary school principal to delegate.

Although an increased degree of delegation among the administrative areas does not necessarily imply a reversed ranking of importance to that area, the investigator holds some concern that the amount of delegation in Instruction and Curriculum Development exceeds that of four other major administrative areas. The degree of delegation reported is not recognized by the researcher as being excessive, and could be interpreted to mean that, in the instructional area, Michigan elementary principals have learned to involve staff and to share responsibilities. The concern, however, emanates from the belief that delegation should generally appear initially and most frequently in those areas considered to be technical or routine in nature. The delegation score for Instruction and Curriculum Development

also seems to be in conflict with the prevailing view in the literature, which is that of all the tasks constituting the elementary school principalship, those relating to the supervision of instruction rank the highest in importance, and thereby require the priority of a principal's time and energy.

The findings of this study suggest that Michigan public elementary school principals may be more personally involved with other aspects of administration, such as Staff Personnel and School-Community Relations. The higher degree of personal involvement by school leaders in these areas tends to support a view that the elementary principal is "people oriented," and considers it important to be personally involved with and seen by his staff members, parents, and other citizens. The author concurs that certain leadership type tasks within these areas, such as evaluation and supervision of professional staff and conferring with parents and citizens, should not be highly delegated by the administrator.

#### Principals' Sex, Experience, and Number of Students Supervised Have No Effect on Delegation

No differences were found to exist among the delegation of administrative tasks by elementary principals when related to the variables of sex, number of years as a principal, and number of students supervised. These results are in accord with previous research done by Mawdsley<sup>7</sup> and Vrooman<sup>8</sup> which concluded that the

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<sup>7</sup>Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables," p. 164.

<sup>8</sup>Theodore Herbert Vrooman, "The Perceptions and Expectations of Superintendents and their High School Principals with Regard to

delegative behavior of high school principals was not related to demographic data.

The investigator had expected, however, that males and females might show a difference from which an implication could be drawn regarding their administrative areas of emphasis, that individuals with increased years of experience as an administrator would have discovered the advantages of delegation, or that principals supervising large numbers of students would employ more delegation because it typically occurs in large organizations as a part of the scalar principle.<sup>9</sup>

The absence of any significant relationship seems to infer that there may be exogenous variables and/or personal characteristics which influence or determine an individual's delegative behavior. No attempt was made to investigate such factors in this study. The lack of significance associated with sex, experience, and number of students supervised also suggests to the investigator that, in the selection of elementary administrators, these factors should not be considered by Boards of Education as determinants for choosing a person who will delegate some of his duties to other personnel.

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Leadership Style and Delegated Formal Task-Performance" (unpublished Ed. D. dissertation, Syracuse University, 1970).

<sup>9</sup>James D. Mooney and Allan C. Reiley, Onward Industry (New York: Harper and Row, 1931), quoted in Charles F. Faber and Gilbert F. Shearron, Elementary School Administration (New York: Holt, Rinehart and Winston, Inc., 1970). p. 87.



Principals in Small Districts Delegate More in  
Area of School Plant and Services

A significant difference was found between the mean scores of elementary principals in small districts and in medium districts, and between those in small districts and in large districts, for the administrative area School Plant and Services. See Table 5-32. The mean delegation score of principals in small districts, 2.76, was greater than that of principals in medium or large districts, and greater than the 2.43 average for all principals included in the study, as was reported in Table 5-11.

The data seem to suggest that the elementary administrator working in a small district of less than 1,499 students is attempting to use the technique of delegation for tasks related to School Plant and Services. Since supervisory or assistant personnel are usually not employed in small districts, the elementary principal is largely responsible for the school and its total educational program. He therefore, undoubtedly, has selected certain School Plant functions to be suitable for delegation, so that he may give proper emphasis to duties in other aspects of administration.

The author considers School Plant and Services an appropriate area for delegation, and believes that principals in all districts, regardless of size, could increase their delegative behavior in this area of responsibility.

Principals in Large Districts Delegate Less in  
Area of School-Community Relations

A significant difference was found between the mean scores of principals in small districts and in large districts, and between

those in medium districts and in large districts, for the administrative area School-Community Relations. See Table 5-34. The mean delegation score of principals in large districts, 1.87, was less than that of principals in small or medium districts, and less than the 2.05 average reported in Table 5-11 for all principals in the study. The lower delegation value by large district principals supports Mawdsley's findings.<sup>10</sup>

It is known that large districts tend to have assistant principals and/or supervisory personnel to assist the building principal in the areas of Instruction and Curriculum Development and Pupil Personnel. Thus, it is speculated that the large district elementary principal, if he employs delegation, tends to use it in those administrative areas, and retains for his own discharge the functions of Staff Personnel, Finance and Business Management, School Plant and Services, and School-Community Relations.

School-Community Relations are of vital importance in large school districts. Parents seek association with a single school and/or with a single principal to establish an identity with the organization. The size of a large school system, or the impersonal rules of its bureaucracy, can be overwhelming to them. The researcher supports, then, the efforts of large district elementary principals to be personally involved in establishing and maintaining home-school relationships.

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<sup>10</sup>Mawdsley, "A Study of the Delegation of Administrative Tasks by Principals of the Large High Schools in Michigan as Related to Selected Variables," p. 162.

Principals Supervising Two or More Buildings  
Differ Slightly in Areas of Staff Personnel  
and School-Community Relations

A significant statistical difference was found between the mean scores of elementary principals who supervise one building and those who supervise two or more buildings, for the administrative areas Staff Personnel (see Tables 5-37 and 5-38) and School-Community Relations (see Tables 5-42 and 5-43). For Staff Personnel functions, the mean delegation score of principals supervising two or more facilities was slightly less than that of principals responsible for one building. In the area of School-Community Relations, administrators of two or more schools delegated slightly more than did those who supervised one school.

A plausible explanation for the difference in delegation of Staff Personnel responsibilities might be that the principal who cannot remain on one site for his administrative assignment and thereby be available to supervise and assist teachers, may make extra effort to compensate for his absence by retaining major responsibility for the tasks relating to Staff Personnel. A rationale for the difference in delegation of activities pertaining to School-Community Relations is that principals who travel between and among buildings find the tasks related to this area more suitable for delegation and/or sharing than those in the other major administrative areas.

The Difference Is Not Meaningful

The author asserts, however, that the observed statistical differences are not meaningful differences. Examination of the mean

delegation scores just described will show very small differences of .13 and .14 respectively for the areas of Staff Personnel and School-Community Relations. These differences are believed to have no significance for the response scale used in the study. The researcher claims, therefore, that the variable "number of buildings supervised" also has no effect on the delegation of administrative tasks by Michigan public elementary school principals.

Principals Do Not Delegate More in Their Least Preferred Administrative Area

The findings of the study as reported in Tables 5-10 and 5-11 indicate a lack of correspondence between delegation and preference of major administrative areas. Michigan public elementary school principals do not delegate more in their least preferred administrative area than in their most preferred area, as was hypothesized by the researcher. This outcome is counter to that found by Mawdsley.<sup>11</sup>

Statistical analysis of the data, however, found a significant difference between the mean scores of elementary principals' least preferred administrative areas and their most preferred administrative areas, but in the reverse direction from that hypothesized by the researcher. See Table 5-44. Further analysis of the data was made which showed that the source of this significance was from only one group of principals--those who supervised large numbers of students in large districts. They delegated more in their most preferred

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<sup>11</sup>Ibid.

administrative area than in their least preferred area, as was reported in Table 5-45.

A defensible reason for this finding is that principals with large enrollments in large districts are more apt to have assistant principals or supervisory personnel to whom they can delegate, and because, according to the literature, they frequently delegate, by mutual consent with their delegates, in the areas of Instruction and Curriculum Development and Pupil Personnel. Hence, even though these are actually the preferred areas of responsibility for principals (see Table 5-10), they are also the areas in which delegation to assistants is reported to occur.

The investigator contends though that the noted statistical difference is not a meaningful difference. The mean delegation score of the most preferred administrative area exceeded that of the least preferred administrative area by only .24. This is thought to be a small difference on the study's scale, which provided a five point continuum. It is concluded, therefore, that preference or lack of preference for a given administrative area is not a determinant factor in the delegative behavior of Michigan public elementary school principals.

### Recommendations

Upon completion of the research and a review of the major findings, the researcher advances the following recommendations relating to the topic of delegation of administrative tasks by Michigan public elementary school principals.

1. Since delegation is viewed by authorities in the fields of school administration and organizational theory as being a desirable but a complex administrative technique in any organization, the concept of delegation needs to be promoted in university graduate programs of educational administration so that current and prospective administrators are aware of the technique and can learn to use it effectively.

2. In-service workshops and seminars should be held throughout the state to assist elementary leaders who are not enrolled in university programs to acquire the ability to delegate.

3. So that elementary principals may be released from routine duties to perform as educational leaders, elementary schools should be staffed with personnel to whom principals can delegate. Efforts should be made to provide the elementary principal with an assistant or with supervisory staff, and with secretarial service, to the recommended ratio reported in the literature (pp. 46-47).

4. Elementary principals should be encouraged to spend as much time as possible on instructional supervision, even if they have administrative assistance in this area, and to delegate more frequently those administrative tasks considered to be technical or routine in nature.

5. Those seeking elementary administrators skilled in delegation should not use sex, number of years as a principal, number of students supervised, number of buildings supervised, or preferred administrative areas as indicators for selection. School boards and superintendents should be aware that these variables played no

significant role in the reported delegative behavior of Michigan public elementary school principals.

6. Every principal should examine his own delegative behavior (1) to determine if he believes in the concept, (2) to ascertain if he is employing the technique, (3) to consider whether he is using it advantageously for himself, for his staff, and for his school, and (4) to seek ways of expanding and/or improving his utilization of the act of delegation.

#### Areas for Further Research

In order to verify, disprove, and/or supplement the results of this study, the first ever conducted relative to delegative behavior by Michigan public elementary school principals, areas for further research are suggested by the author.

1. The study could be replicated for only principals of large elementary schools in large school districts in Michigan. Comparisons could be made to Mawdsley's findings, which were based on the delegative behavior of principals of large high schools in Michigan's large school districts.

2. A parallel study could be made for the purpose of investigating other variables which might be related to the delegation of administrative tasks by elementary principals. Possibilities are (1) the awareness of a principal to the desirability of delegation, (2) his skill in delegation, (3) his attitude toward delegation, and (4) the deterrants to delegation.

3. A study to determine the effect of graduate or in-service training on delegating administrative duties could be conducted to determine whether such a program could, in fact, improve an elementary principal's delegative behavior.

4. A study could be executed to compare a principal's delegative behavior with a rating of his effectiveness as an administrator.

5. Another study could investigate the degree to which elementary principals delegate tasks as related to the territoriality, or strength of defense, he holds for each of those tasks.

6. A study could be conducted to validate the instrument used in this research, to determine whether principals' claimed delegative behavior is the same as their actual delegative behavior. The study might also include a test of its stability reliability.

#### Concluding Statement

This study was undertaken to determine if Michigan public elementary school principals claimed to use the technique of delegation in any of the major school administration areas, and if there were any differences attributable to the selected variables. It was also made to review the development, role, and duties of the elementary school principalship.

The study problem has been thoroughly investigated, and the data have been carefully analyzed. The findings and recommendations have been offered toward the goal of improving the elementary principalship in Michigan, and thus, the elementary schools, and the quality of instruction for elementary students in Michigan. The researcher,



therefore, urges Michigan elementary school principals, university educators who are responsible for training school administrators, superintendents, and members of boards of education to respond to these challenges with a positive commitment. Since delegation is viewed as a necessary professional competency for today's school administrator, efforts must be made by and with Michigan public elementary school principals to enhance its utilization.

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## APPENDICES

APPENDIX A

REQUEST FOR ENDORSEMENT BY THE MICHIGAN ASSOCIATION  
OF ELEMENTARY SCHOOL PRINCIPALS

A STUDY OF THE DELEGATION OF ADMINISTRATIVE  
TASKS BY MICHIGAN PUBLIC ELEMENTARY  
SCHOOL PRINCIPALS AS RELATED  
TO SELECTED VARIABLES

A Doctoral Research Study

By  
Alfrieda M. Frost  
Educational Administration and Higher Education  
College of Education  
Michigan State University

Doctoral Committee:

Dr. Herbert C. Rudman, Chairman  
Dr. Samuel A. Moore  
Dr. James Snoddy  
Dr. William A. Mehrens

### STUDY DESCRIPTION

The study will determine the degree to which Michigan public elementary school principals delegate administrative tasks in each of six major administrative areas:

- a. Instruction and Curriculum Development
- b. Staff Personnel
- c. Pupil Personnel
- d. Finance and Business Management
- e. School Plant and Services
- f. School-Community Relations

when related to selected variables:

- a. Sex
- b. Number of years of experience as a principal
- c. School district size
- d. Building enrollment
- e. Number of buildings supervised

It will also determine if Michigan public elementary school principals delegate more in their least preferred administrative area than in their most preferred administrative area.

The study will review the development, role, and duties of the elementary principalship, and explore the concept of delegation as an administrative technique for elementary principals.

### STUDY METHOD

Data is being collected from a questionnaire mailed to 911 Michigan public elementary school principals.

### MAESP ASSISTANCE REQUESTED

Alfrieda made a request for MAESP assistance at the August 4, 1974 meeting of the Executive Committee. A copy of the proposal and a statement from the Committee Chairman were submitted to President Nichols.

It was moved by Rinck that MAESP endorse the research study, allow use of MAESP and Dr. Keller's name in the cover letter to the questionnaire, and assist with mailing service. Motion was seconded and carried.

Alfrieda was advised to meet with the Leadership Commission and the Board of Directors in September to request financial assistance.

COST OF STUDY

\$ 51.74	mailing and return envelopes
30.93	letterhead stationery and paper
651.50	mailing and return postage
104.24	postcards
88.00	clerical costs
300.00	computer charges (estimated)
400.00	dissertation publication costs (estimated)
<hr/>	
\$1,626.41	Total

SPECIFIC BENEFITS TO MAESP

In return for endorsement and financial assistance from MAESP, the researcher agrees to grant the Association full use of the collected data.

The researcher agrees to write a monograph based on the study, for MAESP publication.

Authorization will be given to MAESP to publish wholly or in part information that is pertinent to the membership.

The researcher will provide a bound copy of the study for the MAESP library.

Recognition of MAESP support and assistance will be made in publication of the study.

GENERAL BENEFITS TO MAESP

MAESP is associated with the first study ever conducted relative to delegative behavior by Michigan public elementary school principals.

Principals frequently comment about the constraints of time, energy, and the number of job responsibilities. Results of this study will indicate whether elementary principals are making use of the administrative technique of delegation to make it possible for them to allocate the major portion of their efforts to those functions considered most important.

The study will provide information regarding which areas of tasks are being delegated, and/or not being delegated.

Findings will indicate which of the major administrative areas are most preferred and least preferred by Michigan elementary principals.



Results may be useful to university educators interested in the preparation, development, and improvement of elementary school administration.

The study may suggest the need for in-service programs in the use of delegation as an administrative technique.

#### BENEFITS TO RESEARCHER

Endorsement of the study by MAESP has encouraged a greater response to the survey questionnaire, and should help to bring the study results to the attention of those interested in elementary school administration.

Clerical service in preparing the questionnaire for mailing was most helpful.

Financial assistance is needed, due to the scope of the study.

#### ABOUT THE RESEARCHER

Alfrieda M. Frost has been a practicing elementary principal in South Haven, Michigan since 1966. She has been active in Region 5 and at the state level, in Association activities. She is currently a state officer.

Alfrieda has been taking courses continuously since August, 1971 and has been in residence at Michigan State University during 1974.

APPENDIX B

COVER LETTER FOR SURVEY



# Michigan Association of Elementary School Principals

ROOM 9, MANLEY MILES BLDG. • 1405 S. HARRISON RD.  
EAST LANSING, MICHIGAN 48823 • PHONE 517 353-8770

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**Edward P. Keller, Executive Secretary**  
2222 Greenfield  
East Lansing 48823

**Ms. Beryl Gavitt, Administrative Assistant**  
11516 Pioneer Lane  
East Lansing 48823

August 15, 1974

Dear Michigan Elementary Principal:

Your cooperation is needed to carry out a research study being done by Alfrieda M. Frost at Michigan State University, under the direction of Dr. Herbert C. Rudman.

We all know that elementary principals have many duties and responsibilities, and only 24 hours a day in which to perform them. Therefore, the study will investigate and determine the degree to which Michigan public elementary school principals delegate some of their administrative tasks.

Please take a few minutes from your busy schedule prior to the opening days of school, and complete the questionnaire. Each item can be answered with a single response.

To insure that your response will be included in the research data, try to return it by August 30. Use the stamped, addressed envelope enclosed for your convenience.

Note that you are not to sign your name, and that the questionnaire is not coded in any way which will permit identification except for color to indicate school district size. This we hope, will encourage forthright answers.

In order to provide this anonymity, yet enable us to follow-up with reminder notices to non-respondents, we have enclosed a stamped postcard to identify principals who have completed and mailed the questionnaire.

Follow-up reminders are costly but necessary to this study because every individual response is really important to assure the validity and accuracy of the results.

Both the postcard and the questionnaire are to be returned to the MAESP Office at 1405 S. Harrison, Room 9, Manly-Miles Bldg., East Lansing, Michigan 48823.

Thank you for your help.

Sincerely yours,

*Alfrieda M. Frost*

Alfrieda M. Frost  
Researcher

*Edward P. Keller*

Dr. Edward P. Keller  
Exec. Sec., MAESP

/bjm

APPENDIX C

RETURN POSTCARD

### STUDY COMPLETION NOTIFICATION

I have filled out my questionnaire and mailed it to the MAESP office. Please withhold any completion reminder letter.

\_\_\_\_\_  
(signature)

\_\_\_\_\_  
(date)

\_\_\_\_\_  
(school)

\_\_\_\_\_  
(school district)

Thank you for your help with this study.

Prompt return of the questionnaire and postcard will be appreciated.

APPENDIX D

FOLLOW-UP LETTER FOR SURVEY



# Michigan Association of Elementary School Principals

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EAST LANSING, MICHIGAN 48823 • PHONE 517 353-8770

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409 Dakota  
Grandville 49436

Edward P. Keller, Executive Secretary  
P.O. Box 481  
East Lansing 48823

Ms. Beryl Gavitt, Administrative Assistant  
11540 Palmer Lane  
East Lansing 48823

September 9, 1974

Dear Michigan Elementary Principal:

This is a follow-up to our initial letter dated August 15, requesting your cooperation with a research study being done by Alfrieda M. Frost at Michigan State University, under the direction of Dr. Herbert C. Rudman.

As you will recall, the study will investigate and determine the degree to which Michigan public elementary school principals delegate some of their administrative tasks.

Every individual response is important. Please take a few minutes from your busy schedule to complete the questionnaire. Each item can be answered with a single response. Note that two of the pages have items on both sides of the page.

After completing the questionnaire, please use the enclosed stamped, addressed envelope to return it. Your prompt reply will be appreciated, so that your responses can be included in the research data. All responses are anonymous.

Both the postcard and the questionnaire should be returned to the MAESP Office at 1405 S. Harrison, Room 9, Manly Miles Building, East Lansing, Michigan 48823.

If you have recently returned the questionnaire, please disregard this notice.

Thank you for your help.

Sincerely yours,

*Alfrieda M. Frost*

Alfrieda M. Frost  
Researcher

*Edward P. Keller*

Dr. Edward P. Keller  
MAESP Executive Secretary

APPENDIX E

DELEGATION OF ADMINISTRATIVE TASKS SURVEY



## DELEGATION OF ADMINISTRATIVE TASKS SURVEY

### GENERAL DIRECTIONS:

Please check ALL items in the questionnaire. Each one can be answered with a single response.

Upon completion, put the questionnaire into the stamped, addressed envelope and mail to MAESP before AUGUST 30.

You are also requested to return the postcard in order that we can withhold costly reminder notices.

### PART ONE:

Please answer these questions about yourself and your school, so that delegation scores can be classified statistically.

Indicate your answer in the space provided.

1. Are you a full-time supervising principal?
  - a. ☐ Yes
  - b. ☐ No
2. What is your sex?
  - a. ☐ Male
  - b. ☐ Female
3. How many years of experience do you have as a principal?  
(if you are a beginning principal, indicate 0)  
 years
4. How many buildings do you supervise?  
 building(s)
5. What was the Fourth Friday building enrollment for Grades K-6 in 1973-74?  
(if you supervise more than one building, give the enrollment for each building that you supervise)

	<u>Building #1</u>	<u>Building #2</u>	<u>Building #3</u>
a. 1-399 students	<input type="text"/>	<input type="text"/>	<input type="text"/>
b. 400 + students	<input type="text"/>	<input type="text"/>	<input type="text"/>

PART TWO:

Listed below are administrative tasks grouped into six major areas. Please circle the number beside each one that indicates most accurately your involvement with that task

Use this key for determining your responses:

- 0 - I am not responsible for this task.
- 1 - I do all of this.
- 2 - I do more than half of this, but delegate some of it to other staff members.
- 3 - I do about half of this and delegate about half of it to other staff members.
- 4 - I do less than half of this; I delegate most of it to other staff members.
- 5 - I do none of this; I delegate all of it to other staff members.

Instruction and Curriculum Development

1. Direction of curriculum content and organization	0	1	2	3	4	5
2. Selection of curriculum materials	0	1	2	3	4	5
3. Relating curriculum to time, facilities and personnel	0	1	2	3	4	5
4. Direction and articulation of curricular programs	0	1	2	3	4	5
5. Direction of program for exceptional children	0	1	2	3	4	5
6. Planning and directing remedial instruction	0	1	2	3	4	5
7. Direction of school testing program	0	1	2	3	4	5
8. Observation and assistance to teachers in the instructional program	0	1	2	3	4	5
9. Diagnosis of pupil learning difficulties	0	1	2	3	4	5
10. Coordination of instructional equipment and materials	0	1	2	3	4	5
11. Direction of research and/or experimentation in instruction and curriculum development	0	1	2	3	4	5

- 0 - not responsible for task
- 1 - do all of this
- 2 - do more than half
- 3 - do about half
- 4 - do less than half
- 5 - do none of this

Staff Personnel

1.	Recruitment of professional staff personnel	0	1	2	3	4	5
2.	Recruitment of nonprofessional staff personnel	0	1	2	3	4	5
3.	Selection of professional staff personnel	0	1	2	3	4	5
4.	Selection of nonprofessional staff personnel	0	1	2	3	4	5
5.	Orientation of professional staff personnel	0	1	2	3	4	5
6.	Orientation of nonprofessional staff personnel	0	1	2	3	4	5
7.	Scheduling of professional staff personnel	0	1	2	3	4	5
8.	Scheduling of nonprofessional staff personnel	0	1	2	3	4	5
9.	Supervision of professional staff personnel	0	1	2	3	4	5
10.	Supervision of nonprofessional staff personnel	0	1	2	3	4	5
11.	Evaluation of professional staff personnel	0	1	2	3	4	5
12.	Evaluation of nonprofessional staff personnel	0	1	2	3	4	5
13.	Maintaining staff personnel records	0	1	2	3	4	5
14.	Obtaining and scheduling substitute teachers	0	1	2	3	4	5
15.	Direction of in-service for professional staff personnel	0	1	2	3	4	5
16.	Direction of in-service for nonprofessional staff personnel	0	1	2	3	4	5
17.	Administration of master contract(s)	0	1	2	3	4	5
18.	Direction of research and/or experimentation in staff personnel	0	1	2	3	4	5

0 - not responsible for task

1 - do all of this

2 - do more than half

3 - do about half

4 - do less than half

5 - do none of this

#### Pupil Personnel

5	1.	Providing orientation for students	0	1	2	3	4	5
5	2.	Scheduling of students into classes	0	1	2	3	4	5
5	3.	Providing student counseling services	0	1	2	3	4	5
	4.	Scheduling of students for health services	0	1	2	3	4	5
5	5.	Maintaining student records	0	1	2	3	4	5
5	6.	Providing occupational and educational information services	0	1	2	3	4	5
5	7.	Assessment and interpretation of student growth to students	0	1	2	3	4	5
5	8.	Administration of student discipline	0	1	2	3	4	5
5	9.	Administration of extra-curricular activities	0	1	2	3	4	5
5	10.	Administration of student attendance	0	1	2	3	4	5
5	11.	Direction of school guidance program	0	1	2	3	4	5
5	12.	Direction of research and/or experimentation in pupil personnel	0	1	2	3	4	5

#### Finance and Business Management

5	1.	Construction of the school budget (or building recommendations)	0	1	2	3	4	5
5	2.	Administration of the school budget	0	1	2	3	4	5
	3.	Determination of equipment and supplies	0	1	2	3	4	5
5	4.	Ordering of equipment and supplies	0	1	2	3	4	5
	5.	Disbribution of equipment and supplies	0	1	2	3	4	5
5	6.	Inventory of equipment and supplies	0	1	2	3	4	5
5	7.	Administration of programs such as Title I	0	1	2	3	4	5
5	8.	Direction of research and/or experimentation in finance and business management	0	1	2	3	4	5

- 0 - not responsible for task
- 1 - do all of this
- 2 - do more than half
- 3 - do about half
- 4 - do less than half
- 5 - do none of this

#### School Plant and Services

1. Planning for re-modeled or new facilities	0	1	2	3	4	5
2. Supervision of plant operation and maintenance	0	1	2	3	4	5
3. Supervision of grounds maintenance	0	1	2	3	4	5
4. Scheduling of bus operations	0	1	2	3	4	5
5. Direction of plant safety program (fire drills, tornado drills)	0	1	2	3	4	5
6. Direction of transportation safety program	0	1	2	3	4	5
7. Administration of the school lunch program	0	1	2	3	4	5
8. Direction of research and/or experimentation in school	0	1	2	3	4	5

#### School-Community Relations

1. Preparation of reports for the community	0	1	2	3	4	5
2. Conferring with parents and citizens	0	1	2	3	4	5
3. Supervision of the school's public relations program	0	1	2	3	4	5
4. Preparation of releases to communications media	0	1	2	3	4	5
5. Direction of reporting to parents on student progress	0	1	2	3	4	5
6. Supervision of the use of the school by nonschool groups	0	1	2	3	4	5

PART THREE

1. In which of the major administrative areas, do you least prefer to work?

Mark only one area with an X.

- a. \_\_\_\_\_ Instruction and Curriculum Development
- b. \_\_\_\_\_ Staff Personnel
- c. \_\_\_\_\_ Pupil Personnel
- d. \_\_\_\_\_ Finance and Business Management
- e. \_\_\_\_\_ School Plant and Services
- f. \_\_\_\_\_ School-Community Relations

2. In which of the major administrative areas, do you most prefer to work?

Mark only one area with an X.

- a. \_\_\_\_\_ Instruction and Curriculum Development
- b. \_\_\_\_\_ Staff Personnel
- c. \_\_\_\_\_ Pupil Personnel
- d. \_\_\_\_\_ Finance and Business Management
- e. \_\_\_\_\_ School Plant and Services
- f. \_\_\_\_\_ School-Community Relations

THANK YOU FOR YOUR COOPERATION IN THIS STUDY

Questionnaire Mailing: Place it in the stamped, addressed envelope and mail to MAESP before AUGUST 30.

Postcard Mailing: You may now mail the postcard indicating that you are returning the questionnaire. This will tell us that costly follow-up reminder letters need not be sent.

APPENDIX F

CONCOMITANT FINDINGS

## Appendix F

### CONCOMITANT FINDINGS

Responses to the sixty-three specific items on the Delegation of Administrative Tasks Survey were examined to determine whether Michigan public elementary school principals shared common responsibilities, and whether certain tasks tended to be delegated less or more than others.

Three of the tasks were the responsibility of all principals participating in the study. No one responded, "I am not responsible for this task." The common job assignments were supervising and evaluating staff, and disciplining students. These items from the Staff Personnel and the Pupil Personnel sections of the survey are given in Table F-1.

TABLE F-1.--Administrative Tasks for Which All Principals Indicated Responsibility.

Task	Number	Percent
Supervision of Professional Staff Personnel	627	100.0
Evaluation of Professional Staff Personnel	626 <sup>a</sup>	99.84
Administration of Student Discipline	624 <sup>b</sup>	99.52

<sup>a</sup>One principal did not respond to item.

<sup>b</sup>Three principals did not respond to item.



Several items on the questionnaire were not the responsibility of some elementary principals. Almost one-half of those responding did not schedule bus operations, and about one out of four principals did not schedule substitute teachers or direct a program for exceptional children. Table F-2 lists seven tasks for which at least 25 percent of the principals had no responsibility.

TABLE F-2.--Administrative Tasks for Which 25 Percent or More Principals Indicated Lack of Responsibility.

Task	Number	Percent
Scheduling of Bus Operations	306	48.80
Direction of Research and/or Experimentation in Finance and Business Management	275	43.86
Direction of Transportation Safety Program	195	31.10
Administration of Programs such as Title I	173	27.59
Recruitment of Professional Staff Personnel	171	27.27
Obtaining and Scheduling Substitute Teachers	169	26.95
Direction of Program for Exceptional Children	158	25.20

One-half or more of the principals replied that "I do all of this" when responding to twelve of the administrative tasks contained in the survey. The items for which no delegation was indicated by at least 50 percent of the respondents included the evaluation and supervision of staff, administration of the school budget, and supervision of public relations. The complete list of tasks is reported in Table F-3.

TABLE F-3.--Administrative Tasks for Which 50 Percent or More Principals Indicated No Delegation.

Task	Number	Percent
Evaluation of Professional Staff Personnel	553	88.20
Supervision of Professional Staff Personnel	524	83.57
Direction of Plant Safety Program	505	80.54
Scheduling of Professional Staff Personnel	414	66.03
Administration of the School Budget	378	60.29
Observation and Assistance to Teachers in the Instructional Program	376	59.97
Supervision of Non-Professional Staff Personnel	345	55.02
Ordering of Equipment and Supplies	343	54.71
Evaluation of Non-Professional Staff Personnel	341	54.39
Scheduling of Non-Professional Staff Personnel	333	53.11
Administration of Master Contracts	317	50.56
Supervision of the School's Public Relations Program	315	50.24

There were but three administrative tasks to which responding principals said, "I delegate most of it" or "I delegate all of it." These are given in Table F-4.

TABLE F-4.--Administrative Tasks for Which 50 Percent or More Principals Indicated "Most" or "All" Delegation.

Task	Number	Percent
Diagnosis of Pupil Learning Difficulties	377	60.13
Assessment and Interpretation of Student Growth to Students	372	59.33
Maintaining Student Records	351	55.98