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The Development Of A Model For Preparation Of Educational Administrators With Implications For Iran

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THE DEVELOPMENT OF A MODEL FOR

PREPARATION OF EDUCATIONAL ADMINISTRATORS

WITH IMPLICATIONS FOR IRAN

A Dissertation

Presented to

the Faculty of the Graduate School

University of the Pacific

In Partial Fulfillment

of the Requirements for the Degree

Doctor of Education

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by

Sadegh Farzanegan

May 1977

DEDICATION

To All Who Care for

Educational Administration

in Iran

ACKNOWLEDGMENT

I would like to express sincere gratitude to the members of my dissertation committee for their professional counsel and guidance during the period covering this research study. They are: Dr. Roger Reimer, Chairman; Dr. John Bahnsen; Dr. Lee Fennell; Dr. Fred Muskal; and Dr. Hans Wagner.

A special word of appreciation is extended to Dr. Reimer for his constant intellectual challenge, interest, inspiration, and continuous encouragement. I am also most grateful to Dr. T. C. Coleman whose constant assistance with gathering data was invaluable.

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To all, my sincerest thanks and appreciation.

THE DEVELOPMENT OF A MODEL FOR PREPARATION OF EDUCATIONAL ADMINISTRATORS WITH IMPLICATIONS FOR IRAN

Abstract of Dissertation

The purpose of this dissertation was to develop a model for the preparation of Iranian educational administrators through a comprehensive review of the literature. Included within this review was an examination of the forces which shape preparatory programs in educational administration in the United States and Iran. The areas included in the review were: (1) the goals and objectives of education, (2) the duties and responsibilities of educational administrators, (3) the recruitment and selection of students into the program, and (4) the models of preparation currently implemented in the United States. Specific questions to be answered included: (1) how a preparation program should be structured, (2) what kinds of content areas and instructional approaches should be used, (3) which criteria should be used for the recruitment and selection of students, (4) what kinds of field experiences are the most appropriate for the prospective school administrators, (5) in which problem areas should the student research be done, and (6) how the department of educational administration should be staffed and function.

To facilitate the analysis of the data, an analytical framework with specific components was established. The components of the framework included: (1) program content, (2) program structure, (3) recruitment and selection of students, (4) instructional approaches, (5) field-related experiences, (6) student research, and (7) departmental functions and staffing.

Several generalizations were drawn from the literature which reflect on the purpose of the study. They included the following. The goals and objectives of education in the United States and Iran are similar, although the terms used to define each goal are somewhat different. The major common goals of education in the two countries are: the command of fundamental processes; physical and psychological development; importance of home, family, and culture; vocation and economics; ethical character; development of social and political understandings. There are also common duties and responsibilities attached to school administration in both countries, although the setting in which the school administrators operate in each country is somewhat different. The major common roles of the administrators are: integrating the educational goals and objectives into the school system; establishing effective communication channels to reach subordinates, superordinates, community, and the students; procuring necessary budget and materials to run the school system; professional improvement of the staff; evaluation of the instructional activities.

It appears that the preparation model to meet the Iranian educational administrators' needs should be composed of four unique components. They are: (1) program structure, which is a two-year period of time with a minimum of 34 semester hours of course work. This segment consists of a core program (13 units), courses and activities in administration (21 units), comprehensive examinations, field experience, student research. The logical sequence of these courses and activities should also be observed. (2) program content and instructional approaches which include: (A) a core curriculum consisting of History and Philosophy of education, Learning and the Learner, Sociology of Education, Statistics, Tests and Measurements, Techniques of Research, and (B) courses and activities in educational administration consisting of An Introduction to Educational Organization and Administration, Educational Leadership and Organizational Theory, School Law and Administrative Policies, Education, the Economy, and School Finance, School Principalship, Supervision of Instruction, Field Experience, and Student Research. (3) Criteria for the selection and recruitment of students. (4) Staffing the department of educational administration with quality faculty members of different expertise, as well as the provision of adequate facilities.

It is recommended that additional research be conducted: (1) to examine the Iranian educational administrators' view concerning specific skills needed by future educational administrators, (2) to investigate the impact of the administrators' pre-service training on the academic achievement of the pupils, and (3) to investigate the relationships among job security, promotion, and pre-service training in educational administration.

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CHAPTER I

INTRODUCTION

During the nineteenth century, the formal educa-
tional system in Iran, including administrative policies
and procedures, was copied from those of the Western
European countries, mainly France. At that time, when
school operation was somewhat less complex, communication
among administrators, parents, and the general public was
almost nonexistent. Although in the recent decades there
have been modifications in the philosophy and practice
of education in the European countries, very few changes
have occurred in the Iranian system of education.

Since the early 1960's, Iran has witnessed a
series of changes which have directly and indirectly af-
fected all governmental institutions as well as public
education.[1] Among them have been social, political, and
economic reforms. Partially because of these changes
and other forces inherent in any developing country the
demand for schooling has increased enormously. Suffice
to say that in 1975 more than seven million pupils, which

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[1]The Head Office of Research and Programs, The
New Plan for the Educational System of the Nation (Tehran,
Iran: Ministry of Education, 1967), pp. 2-4.

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is approximately 22 per cent of the total population of Iran, were studying in public schools.   This figure was about 13 per cent in 1968.[1]

Quantitatively speaking, there has been a tremendous increase in economic growth and prosperity, student enrollment, and school buildings.[2] Qualitatively, a relatively good school curriculum and organization appropriate to the needs of an industrialized country and the individual needs of the students have been developed. However, there are two major areas of concern; teacher training and the preparation of administrators have not kept abreast of the other developments.[3] Some progress has been made in solving the problem of inadequate teacher training, but little attention has been given to the preparation of educational administrators who are to implement and supervise the new programs for the Iran's changing society.

In Iran, there are few requirements for undergraduate courses, graduate courses, internship, or pre-service training in educational administration prior to appointment to

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[1]Plan Organization, Fourth National Development Plan (Tehran, Iran: Plan Organization, 1968), p. 260.

[2]House of the Representatives, The Revised Budget for 1973 and the Budget for 1974 (Tehran, Iran: House of the Representatives), pp. 201, 216.

[3]Fourth National Development Plan, op. cit., pp. 263-264.

any administrative position in education. Education in

Iran is entering a dynamic period of change from a tra-

ditional base to a progressive base with new ends and

objectives. As Hencley stated:

> The increasingly open confrontation of the
> old with the new is bringing little tranquility
> to those in positions of educational leadership
> and even less opportunity to cling to the anchor
> of the familiar.[1]

Until recently, the pace of change was slow enough

to permit a margin of compatibility between the school

administrators on the one hand and the teachers, staff,

students and the general public on the other. However,

because of the rapid pace of change, that compatibility is

rapidly disappearing. The day when the school administra-

tors were just disciplinarians and were responsible for

only clerical and custodial supervision is quickly passing.

It appears that pre-service training for future educational

administrators and quality in-service training for cur-

rent administrators is necessary to enable them to handle

the complex problems currently arising in the area of

education.

<center>THE PROBLEM</center>

The problem addressed in this study was that the

goals and objectives of education cannot be realized unless

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[1]Stephen P. Hencley, Preparing Administrators: New
Perspectives, University Council for Educational Adminis-
tration (Ohio: UCEA, 1962), p. 1.

school administrators are adequately trained to identify

needs and direct resources against educational problems.

There is currently no systematic process or theoretical

base for the training of educational administrators in

Iran. In recent years the government of Iran has regarded

education as an absolute necessity for the future of the

country, and it has directed a large proportion of the

national income to the development of educational strength.

The budget increase for education over a two year period

(1973-1975) has been 238 per cent.[1] The preponderance of

this financial support, however, is directed toward em-

ploying teachers, providing modern instructional facili-

ties, and cafeteria services. This input alone will not

enable the country to achieve the educational goals which

have been established. Trained educational administra-

tors who are competent and efficient will be required to

direct the educational process.

As Wengert stated, the problem is that:

Unlike the potter who does what he pleases
with his clay, the administrator finds not only
resistances he did not expect in the human materials
he uses, his materials also talk back to him; his
materials are more than a mere passive condition
of action.[2]

Administration of the schools in Iran is becoming

more complex as the kinds of people who work and study become

[1]The Revised Budget for 1973, and the Budget for 1974, p. 216.

[2]Egbert S. Wengert, Preparing Administrators: New Perspectives (Ohio: UCEA, 1962), p. 41.

more diverse. Moreover, educational goals established
by the nation's highly centralized government, add to the
complexity of school administration. These diversities,
which affect all aspects of administrative actions in
schools, should no longer be overlooked.

There have been many arguments concerning the
question of whether schools should initiate social changes
or whether they should adapt themselves to social changes.
Whatever the answer may be, there is no doubt that schools
and social changes are closely related. Assuming this to
be true, there is little possibility that Iranian public
schools can tolerate adminstrators who lack adequate pro-
fessional training. To reiterate the basic problem, there
is currently no systematic process or theoretical base
for the training of educational administrators in Iran.

PURPOSE OF THE STUDY

The purpose of this study was to develop a model
for training educational administrators to meet the leader-
ship needs of education in Iran. There are many able and
dedicated individuals working at all levels within the Min-
istry of Education in Iran. They have the motivation to
deal with the various problems arising in the educational
and instructional scene, but they lack the professional
administrative training to handle the problems properly.
This study was directed toward meeting these needs through
the development of a systematic process to train future

school administrators in Iran.

In the process of developing a systematic program
and theoretical basis for training school administrators,
the following kinds of subjects were considered: concep-
tual skills required of effective educational administrators
such as goals and objectives of education in Iran and in
the United States, administrative theories, and processes
and practices in education; technical skills required of
effective educational administrators such as professional
competencies and duties and responsibilities of educational
administrators; human skills required of school administra-
tors such as human relations skills and personal charac-
teristics; different models and approaches to preparation;
current status of preparing and appointing educational ad-
ministrators in the United States and in Iran; recruitment
of students for training in educational administration.
These theories and concepts were adapted for inclusion in
the training process to be introduced into the Iranian
system.

RATIONALE FOR THE STUDY

The need for properly trained educational adminis-
trators in Iran has long been ignored. However, because
of new developments in the economic, educational, social,
and intellectual spheres, the need for well trained educa-
tional administrators has become acute. A few steps are
now being taken to train and prepare educational administrators

to run the public schools with greater efficiency. To date, this progress has been limited to in-service seminars for a limited number of school administrators and a minimal number of undergraduate courses for the prospective school administrators.

Preparing school administrators is not an easy task. In order to prevent human and financial resources from being wasted, there must be a comprehensive program. The development of such a program is the main rationale for this study. A practical model of preparing educational administrators is a significant and meaningful contribution to the institutions assigned to this task.

Knezevich emphasized the importance of model building. He stated:

> A model is for practical purposes synonymous with a theory and can serve as the bridge between the abstract and the practical.[1]

He also added, "A model is a representation of reality, a symbolic approximation of a real situation."[2] The outcome of this study may not be one hundred per cent inclusive and accurate in all circumstances, but the use of this model can be a good beginning for training educational administratros in Iran while subject to change in the course of time. Knezevich stated:

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[1]Stephen J. Knezevich, Administration of Public Education, 3rd ed. (New York: Harper & Row, Publishers, 1975), p. 161.

[2]Ibid.

It is highly unlikely that a burst of crea-
tivity in model development will immediately pro-
duce a useful model. Inaccurate models are better
than none, for the effort demonstrates a concern
for creating a conceptual framework and progressing
beyond empiricism. Models are essential in doctoral-
level research.[1]

PROCEDURE OF THE STUDY

The purpose of this study was to produce a model

preparation program for Iranian educational administrators.

The study was based on the relevant knowledge and literature

which already exists in the United States. In order to

facilitate the analysis of the related literature, an

analytical framework with four components was designed to

conceptualize the preparation program and to reflect cer-

tain interrelated components. The components of the frame-

work included: (1) program content, instructional approaches,

field-related experiences, and student research, (2) pro-

gram structure and requirements for graduation, (3) re-

cruitment and selection of students for the program prepara-

tion, and (4) departmental functions and staffing.

BASIC ASSUMPTIONS OF THE STUDY

1. Educational administration in Iran is generally in-
   adequate in terms of the current and future needs for
   educational leadership.

2. Pre-service and in-service training can substantially

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[1]Knezevich, Administration of Public Education,
p. 161.

improve the quality of administration in the school
system.

3. A systematic process and theoretical basis for train-
ing is required for improvement to occur.

LIMITATIONS OF THE STUDY

There were four major limitations of the study.
First the data used in this study were drawn from the U.S.
experience and adapted for use in Iran. Second, the study
was limited to the Iranian educational system. However,
it is anticipated that with modification, the findings are
applicable to other countries with similar systems of
education. Third, the model for the preparation of educa-
tional administrators was limited to the administrative
levels at kindergartens, elementary schools, middle
schools (guidance years), high schools and superintendency.
Administration of higher education was not included in this
study. Fourth, this study was limited to discussing pre-
service training programs of educational administrators
on a broad basis rather than the administrative problems
that may occur within each individual school.

DEFINITION OF TERMS

For the purpose of this study the following terms
are defined:

Centralized administration of education. That sys-
tem of education in which the major responsibility for

direction, control, and management is exercised by the state

or national government, as has been the case in France.[1]

Decentralized administration of education. Any

plan for the operation of schools according to which scope

is provided for local initiative in adapting programs to

local educational needs, and responsibilities for management

and control is exercised by the local authorities.[2]

Educational Administration. All those techniques

and procedures employed in operating the educational organ-

ization in accordance with established policies.[3]

Educational Administrator. A term referring to

the person responsible for the total administration of an

educational institution: of particular interests are the

positions of principal and superintendent.[4]

Model. A "model" represents the ideal as nearly

as can be determined.[5] The model contains guidelines to

be followed in developing a program to train educational

administrators in Iran.

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[1]Carver V. Good, Dictionary of Education (New York: McGraw-Hill, 1973), p. 86.

[2]Ibid., p. 167.

[3]Ibid., p. 205.

[4]Ibid.

[5]Jay T. Kenagy, "A Model of a Regional Out-of-State Teacher Recruitment Service" (Unpublished Doctoral Dissertation, University of the Pacific, 1969), p. 3.

OVERVIEW

The desirability of the development of a model for preparation of educational administrators in Iran was discussed. In developing the model for the professional training of educational administrators, this study was not primarily concerned with the discovery of new knowledge but with the knowledge that already exists in this field in the United States and possibly in other countries. This was an eclectic-descriptive study presented in the following format.

In Chapter I, the problem was defined and explicated and the urgent need for the training of educational administrators in Iran based upon an appropriate model was documented. In Chapter II, a thorough and detailed review of the literature in selected areas was presented. In Chapter III, the procedures used for researching and analyzing the literature were presented; major models from the review of the literature were selected and analyzed and findings of the study were presented. In Chapter IV, the model for the training of educational administrators in Iran was developed.

CHAPTER II

REVIEW OF THE LITERATURE

INTRODUCTION

The purpose of this study was to develop a model
for preparing educational administrators for Iranian schools.
The model is to be based on a comprehensive review of the
literature regarding the forces which shape preparatory
programs in educational administration. Those forces which
appear to have the greatest impact on educational adminis-
tration are the goals and objectives of education, the
duties and responsibilities attached to educational adminis-
tration, and the procedures used in the selection of stu-
dents for the preparation program. The above forces are
interrelated; no duties and responsibilities can be
attached to the incumbent of any office if there are no
goals attached to the office. Also, no duties can be ac-
complished properly, and hence no goals can be achieved,
if the prospective executive of any organization is not
carefully selected and properly prepared for those duties
and/or goals.

It is intended that this chapter give a perspective
of the goals and objectives of education, both in the

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United States and in Iran, to which the duties and responsibilities of educational administrators are directly related. A review of previous studies pertaining to the selection and recruitment of students for the preparation of educational administrators will also contribute to an understanding of the entire process.

Since it was intended that this study consider the general area of school administration, the review of the literature will include studies about the elementary and secondary school principalship as well as the school superintendency.

In this chapter two major areas will be reviewed. First, a review is made of the literature which summarizes the goals and objectives of education, the duties and responsibilities attached to the educational administrators, and the selection and preparation of students for school administration in the United States. Second, the goals of education, the duties of the school administrators, and the selection procedures in Iran will be reviewed. It is expected that in both areas the relationships between the educational goals and objectives of a country, the responsibilities and activities of educational administrators, and the selection and preparation of students to become educational administrators in the two countries will be presented.

GOALS AND OBJECTIVES OF EDUCATION IN
THE UNITED STATES

Since the beginning of the educational process

many statements have been made regarding the goals and

objectives of education in the United States. Culbertson

suggested that the goals of education relate to "...funda-

mental questions about mankinds' highest purposes."[1] He

said:

> Is man's supreme purpose the pursuit of wisdom?
> Is it to serve one's fellow man? Or, is it for some
> other purposes? Excellence (in education) ultimately
> relates to some desired image of the "good" man or
> the "good" society.[2]

The most quoted of all of the statements regarding

the goals of education are the Seven Cardinal Principles.

The Seven Cardinal Principles are drawn from a report of

a commission of the National Education Association on the

reorganization of secondary education. According to this

report the aims and objectives of education were summar-

ized as (1) Worthy home membership, (2) Health, (3) Command

of fundamental processes, (4) Worthy use of leisure time,

(5) Vocation, (6) Citizenship, and (7) Ethical character.[3]

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[1] Jack A. Culbertson and Stephen P. Hencley, _Pre-
paring Administrators: New Persepctives_, University Council
for Educational Adminstration (Ohio: UCEA, 1962), p. 163.

[2] Ibid., p. 164.

[3] National Education Association, "Cardinal Principles
of Secondary Education," U.S. Bureau of Education, Bulletin
No. 35 (Washington, D. C.: GPO, Commission of Reorganiza-
tion of Secondary Education, 1918).

"Worthy home membership" was defined as an understanding of the home, its importance as a social institution, and one's place and duties in it. "Health" was considered necessary for both personal and social efficiency. Bodily health and development was a primary concern. "Command of fundamental processes" referred to the basic skills in reading, writing, and arithmetic. These skills were to be acquired by suitable classroom exercises. From the time of the industrial revolution working days and hours were shortened, with a concommitent increase in leisure time. "Worthy use of leisure time" in recreational, healthful, and educational ways became a major goal of the school. The fifth Cardinal principle "vocation" was directed toward developing the ability of people to be responsible for their own welfare, as well as contributing to the welfare of others. "Citizenship" was intended to develop those qualities by which an individual can contribute his/her part as a member of society in which he/she lives. "Ethical character", sometimes referred to as "human relations", was to make the youth capable of directing their own conduct and to avoid crime and delinquency.

For almost two decades after the Seven cardinal principles were presented, no major statement was made on the goals and objectives of education in the United States. This suggests that these principles were considered valid by the American society.

In 1938, four groups of objectives were identified by the Educational Policies Commission of the National Education Association. According to this commission, the purposes of education in American democracy were to develop (1) self-realization, (2) economic efficiency, (3) civic responsibility, and (4) human relations.[1] A comparison between the Seven Cardinal Principles and the above four groups of objectives implies that "self-realization" was a new objective while the other "Cardinal principles" were incorporated within the four "new" objectives.

In 1952, the Educational Policies Commission of the National Education Association initiated a review of the objectives of education and identified ten imperative needs. They were (1) family life, (2) health, (3) ability to think and communicate clearly, (4) arts (esthetics), (5) science, (6) use of leisure time, (7) occupational skills, (8) ability to consume wisely, (9) civic understanidng, and (10) human relations.[2] Comparing these objectives with what the same organization had declared in 1938 as the goals of education, it should be noted that the objectives of "health" and "family life"

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[1]Educational Policies Commission, National Education Association, 'The Purposes of Education in American Democracy"(Washington, D. C.: The Association, 1938).

[2]Educational Policies Commission, National Education Association, 'Education for all American Youth: A Further Look"(Washington, D. C.: The Association, 1954).

which were not mentioned explicitly in the former list were

included in 1952. Also added for the first time, were

objectives realted to "science" and "arts".

In 1960, a group of researchers from the Midwest

Administrative Center at the University of Chicao reviewed

statements on the functions of the schools presented by the

National Education Association and the American Federation

of Teachers. Based on this review, they concluded

that there were four major dimensions of the tasks of

the schools. Included within each dimension were additional

descriptive elements. These dimensions and the accompanying

descriptive elements were:

1. Intellectual Dimension:
    a. Possession of knowledge: concepts
    b. Communication of knowledge: skills
    c. Creation of knowledge: habits
    d. Desire for knowledge: values

2. Social Dimesnion:
    a. Man to man: cooperation in day-to-day
       relations
    b. Man to state: civic rights and duties
    c. Man to country
    d. Man to world: relationships with peoples

3. Personal Dimension:
    a. Physical: bodily health and development
    b. Emotional: mental health
    c. Ethical: moral integrity
    d. Esthetics: cultural and leisure pursuits

4. Productive Dimension:
    a. Vocation: selective
    b. Vocation: preparative
    c. Home and family
    d. Consumer: Personal buying, selling, invest-
       ment[1]

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[1]L. M. Downey, The Task of Public Education (Chicago:
Midwest Administrator Center, The University of Chicago, 1960).

A cursory review of the above tasks of the schools suggests that there is not a significant difference between the prinicples or objectives of education announced before 1960 and the four "dimensions" identified in 1960. The objectives of education as presented in 1960, however, were better enunciated and more clearly defined.

In 1966, a commission by the American Association of School Administrators reported nine elements as "Imperatives in Education". These elements were as follows:

1. To discover and nurture creative talent
2. To make urban life satisfying
3. To strengthen the moral fabric of society
4. To deal constructively with psychological tension
5. To make intelligent use of resources
6. To make the best use of leisure time
7. To prepare people for the world of work
8. To keep democracy going
9. To work with other peoples of the world for human betterment.[1]

All of these studies and declarations by prestigious organizations suggest that a high degree of similarity exists among the goals and objectives of education in the United States. At any point of time, the differences seem to be in the terms used to describe the same goals. For example, "Worthy home membership" as an objective in 1918, was termed "Family life" in 1952. Or, the objective "Citizenship" in 1918, was called "Civic responsibility", "Civic rights and duties", and "To keep democracy working" in the

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[1]American Association of School Administrators, Imperatives in Education, Report of the AASA Commission on Imperatives in Education (Washington, D. C.: The Association, 1966).

years after. Similarly, the term "Vocation" was called "Economic efficiency", "Productive dimension", and "To prepare people for the world of work" in the later statements. Although limited change can be noted over time, greater specificity in the definition of the objectives can be observed. The primary concept of each goal is stated more clearly and, in some cases, revised to meet the demands of the time. For example, "Command of fundamental processes" in 1918, was expressed as the "Intellectual dimension" in 1960 with four descriptive elements of "Possession of knowledge: concepts", "Communication of knowledge: skills", "Creation of knowledge: habits", and "Desire for knowledge: values" included.

Recent studies on the goals and objectives of education have emphasized both the present and the future needs of the individuals and the society. The most recent study on the purposes and goals of education was conducted by the National Education Association. The focus of the study was on the next one hundred years of education in an interdependent global community. Out of this study came the following statement which was reported in "Today's Education":

> After recognizing the importance of the original Cardinal principles, which were published in 1918, the Committee made the point that "today, most policy statements about education are obsolete; education taken as a whole is not adequate to the times and too seldom anticipates the future.[1]

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[1]Today's Education, "The Seven Cardinal Principles Revised," National Education Association, (September-October 1976), p. 57.

An additional statement was made that "...educators around the world are in a unique position to bring about a harmoniously interdependent global community based on the principles of peace and justice."[1]

However, the Commission concluded that the famous cardinal principles have retained their usefulness, even after the passage of nearly 60 years; and the recognition of the values of these principles was the main reason for the NEA Bicentennial Committee to reconsider and to reframe them. The commission concluded that the initial meanings attached to the Seven Cardinal principles were no longer adequate for learning and living in an interdependent human community. The following is an example of their views:

> In interpreting the cardinal principle of "worthy home membership," the Commission stated that women, even "those planning for higher institutions," should have greater exposure to the household arts, since the traditional college preparatory curriculum was seen as "incongruous with the actual need and future responsibilities of girls".[2]

The Panel made three general comments on the original Cardinal principles. First, the original prinicples did not distinguish between the responsibilities of the schools and those that should be shared with agencies such as the community and the family. Second, The Seven Cardinal Principles are the tasks of the different agencies of the total society except for the "Fundamental processes", and

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[1]Ibid.

[2]Ibid., p. 60.

possibly, "Vocational efficiency". Third, the original

principles had neglected the increasing need of lifelong

adult education.[1] The panel emphasized that these three

statements did not imply that the Cardinal principles

had lost their validity; rather they restated the need to

update them to meet modern needs. A summary of the comments

of the panel for each of the Seven Cardinal Principles

and their relevance today is as follows:

Health--The panel mentioned "stress" as a source

of "health" problem and recommended a knowledge of "stress

points" as a part of health education. In this respect,

they emphasized the understanding of issues as dangers of

pollution and low standard of sanitation which are inimical

to health. The following shows the general view of the

panel concerning "health" as a principle:

> The Bicentennial Panelists apparently believed
> that health not only remains an important objective
> but that as a major goal it has appreciably increased
> in scope. The goal is now stated as "total mental,
> physical, and emotional health" for each individual.
> Achieving this goal was seen as a responsibility of
> all educational agencies, although schools have an
> extremely important role to play.[2]

Command of fundamental processes--The panel strongly

reaffirmed the importance of reading, writing, and arithmetic.

However, it identified many other skills. Among them were

(1) skills in humanistic processes (human relation skills;

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[1]Ibid., p. 60.

[2]Ibid., p. 62.

group processes skills; cross-cultural and multiethnic

insights), (2) neoacademic skills (knowledge of sources;

computer languages; cross-disciplinary understandings),

and (3) anticipatory skills (understanding of the rela-

tionships and making correlations; ability to sort, weigh

and then act on data; evaluation of choices and making

decisions wisely; understanding of how power functions

at various levels from neighborhood to international

capitals. Providing children with skills in these three

areas seemed well beyond the capacity of schools. Having

this in mind, the panelists suggested that "...schools,

as they are now, are in need of closer cooperative rela-

tionships with other socioeducational agencies."[1]

Worthy Home Membership--Regarding "Worthy Home

Membership" the panel emphasized three major points.

These points were (1) change in the nature of family,

(2) the importance of family in the United States culture,

and (3) the obligation of schools to adapt to changes in

the home and family. The significance of "family" received

more attention than it did in the original Cardinal prin-

ciples. The panel said that "...if the principle of worthy

home membership were to be rephrased to adapt it to 1976,

probably most panel members would agree that it might better

read "worthy family membership."[2]

[1]Ibid.,

[2]Ibid., p. 64.

Vocation--The concept of "vocation" perceived by the Bicentennial panelists was much broader than what the Commission had defined in 1918. Although they had some different views regarding "Vocation" as one of the major objectives of education, the panelists agreed that the best vocational education is a general education. In addition, they suggested that specific skills which may required in 10 or 15 years should be identified and followed by a good general education. Habits of lifelong learning, competence in problem solving, and insights in ecological problems were also expressed by the Panel. They warned that vocational preparation must avoid locking people into the wrong jobs.[1]

Citizenship--There was a great similarity between the original idea of citizenship as defined by the commission in 1918 and what the panelists identified in 1976. However, loyalty to the planet as well as to the nation, the need for a world view, world citizenship, and the need for membership in larger societies were emphasized. The following statement shows how the panelists viewed the world understanding aspect of the citizenship:

> Some participants pointed out that civic education should make clear the need to narrow the gap between the industrially developed and the less developed nations, that a liberal education should give as much heed to national and international problems as to foreign language, and that the difficulties and challenges which exist in both laissez faire and planned societies should be presented.[2]

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[1]Ibid., p. 65   [2]Ibid., p. 66.

Worthy Use of Leisure Time--The definition of "Worthy Use of Leisure" by the Commission in 1918 was limited because of industrialization and work days that were long for the American workers in these days. The Commission in 1918 advised the school to organize recreational activities so that they would contribute to the improvement of the mind and to increase the individuals' knowledge. According to the panelists in 1976, there is more time for relaxation available to more people today and people get less physically fatigue than did their grandparents sixty years ago. They said that "...today, too, leisure time is well used for recreative purposes and as a means to self-fulfilment, but the channels that education should seek to open are much broader."[1]

Ethical Character--In 1918, "Ethical Character" was considered as the most important of all Seven Cardinal Principles in a democratic society. In 1976, the panelists not only reemphasized the importance of the ethical character, but identified it as something more important at present than it ever was in the past. The importance of this idea was shown in the following statement by the panel:

> When contemplating the development of ethical character as an educational imperative, it is well to note, as some consultants did, that young and old alike need ethical models. But to have ethical leadership, we must also have a society that honors and supports or elects "model" leaders.[2]

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[1]Ibid., p. 68.   [2]Ibid., p. 69.

They called the individual's possession of ethical standards as "crucial". For the acquisition of ethical character with the above sense by the young people, they put responsibility not only on the teachers and schools but on the family and parents as well.

The Seven Cardinal Principles were reassessed by a commission of the National Education Association. One of the main purposes of this reassessment was to encourage interested groups to develop a human needs curriculum focusing on the world as a community, on the quest for peace, on neglected human rights, and on the creation of a more humane society. To this end, the panel recommended that certain truths should be taken into consideration. Among them were: (1) two hundred years after their independence, the American people were entering a new era--an era which is both threatening and promising; (2) every passing day proves that all peoples' interdependence should be acknowledged; (3) education could be a vehicle through which peace and the principles of the American Revolution--life, liberty, and the pursuit of happiness--might become the guidelines for human relationships on this planet; and (4) the educators around the world are in a unique position to bring about a harmoniously interdependent global community based on the principles of peace and justice.[1]

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[1]Ibid., p. 70.

DUTIES AND RESPONSIBILITIES OF
EDUCATIONAL ADMINISTRATORS

The goals and objectives of any organization

should be the basis for determining the duties and responsi-

bilities of the individuals who are charged with running

that organization. One way to know what the duties and

responsibilities of an administrator in any type of organ-

ization might be is to consider the definitions provided

by large established organizations. The Department of the

Air Force developed eight questions and answers to help

clarify and define the tasks of administrators.[1] The ques-

tions and the contributions that the responses can make are

listed below:

> (1) What is to be done? The answer will re-
> veal the broad objectives and specific goals to
> be attained. (2) How will the work be divided?
> The answer will determine manpower use, assignment
> of responsibility and authority, and utilization
> of material. (3) How will the work be done? The
> answer will reveal policies and procedures that
> govern operations. It involves specification of
> methods and techniques already in existence and
> those to be developed. (4) Who will do the work?
> The answer will suggest assignments and discern
> requirements, availability, training classifica-
> tion and utilization of personnel. (5) What will
> the work be done with? Facility, money, and
> material required to carry out the work should be-
> come more evident as the solution to this question
> is pursued. (6) When will the work be done? This
> involves preparing a time schedule and sequence of
> activities based on factors determined previously
> in the assignment of tasks. (7) How well should
> the work be done? (8) How well is the work being
> done.[2]

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[1]Department of Air Force, "The Management Process,"
Air Force Manual, 25-1, GPO, (1954), pp. 3-5.

[2]Ibid.

Knezevich referred to these eight questions and stated:

> The contribution of the administrator (be he principal, supervisor, or superintendent) goes beyond performing incidental teaching duties. He should be concerned with pursuing the goals to be attained, providing teachers with resources required to attain objvectives, stimulating quality performance, sensing modifications necessary to cope with external forces that may distract the institution from teaching goals, and appraising how well goals are being realized. The administrator works with and through people to achieve the purposes of the institution.[1]

Fayol, in 1916, identified five elements of the duties and responsibilities of all administrators which were common to all types of organizations. These elements were: (1) planning, (2) organizing, (3) commanding, (4) coordinating, and (5) controlling.[2]

The most famous and frequently quoted descriptive terms used to describe the functions of the administrator were represented by the letters "POSDCoRB" which were formulated by Gulick and Urwick in 1937. These terms initially defined the tasks of the office of presidency; however, they were referred to extensively by other institutions as well. These terms were: (1) planning, (2) organizing, (3) staffing, (4) directing, (5) coordinating, (6) reporting, and (7) budgeting.[3]

In 1950, Newman presented his terms to describe the

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[1]Stephen J. Knezevich, Administration of Public Education (New York: Harper & Row, 1969), p. 27.

[2]Ibid., p. 28.   [3]Ibid.

process of administration. In fact, Newman's terms were very similar to Fayol's elements of administrative functions. Newman's elements were: (1) planning, (2) organizing, (3) assembling resources, (4) directing, and (5) controlling.[1]

Although not much different from the terms previously mentioned, the American Association of School Administrators (AASA) in 1955 suggested its own terms to describe administrative duties and responsibilities. In this list the element of "evaluation" and "allocating resources" are included. The AASA terms were: (1) planning, (2) allocating resources, (3) stimulating, (4) coordinating, and (5) evaluation.[2]

In addition to other elements, "decision making", "communicating", and "influencing" were suggested by Gregg in 1957. Other terms used by Gregg were repetition of former terms. Gregg's terms were: (1) decision-making, (2) planning, (3) organizing, (4) communicating, (5) influencing, (6) co-ordinating, and (7) evaluating.[3]

Campbell, Corbally, and Ramseyer added "programming" and appraising to the elements previously identified by the others. To them, "programming" as a function of the executive is a better word for the term "organizing". The elements suggested by them were: (1) decision-making,

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[1] Ibid.

[2] Ibid.

[3] Ibid.

(2) programming, (3) stimulating, (4) coordinating, and

(5) appraising.[1]

Tead suggested several components to describe administrative processes. He defined the responsibilities of the administrator as:

> (1) To define and set forth the purposes, aims, objectives, or ends of the organization; (2) to lay down the broad plan for the structuring of the organization; (3) to recruit and organize the executive staff as defined in the plan; (4) to provide a clear delegation and allocation of authority and responsibility; (5) to direct and oversee the general carrying forward of the activities as delegated; (6) to assure that a sufficient definition and standardization of all positions have taken place so that quantity and quality of performance are specifically established and are assuredly being maintained; (7) to make provisions for the necessary committees and conferences and for their conduct in order to achieve good coordination among major and lesser functional workers; (8) to assure stimulation and the necessary energizing of the entire personnel; (9) to provide an accurate evaluation of the total outcome in relation to established purposes; (10) to look ahead and forecast the organization's aim as well as the aims and means toward realizing them, in order to keep both means and ends adjusted to all kinds of inside and outside influences and requirements.[2]

Tead's list of components to describe the administrative process contributed to a clearer definition of the duties of the administrator and seem to be more comprehensive. He perceived administration as something beyond mere management. He suggested that one of the responsibilities of the administrator should be to look ahead and to forecast future possible developments. Another point mentioned by Tead, which is vital to any administrator,

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[1]Ibid.   [2]Ibid., p. 33.

particularly to the educational administrator, was recognition of the inside and outside influences and requirements. These adjustments will lead to an equilibrium within the organization which is necessary to its effective administration.

In 1959, with the financial assistance of the Kellogg Foundation, the Pennsylvania Branch of the National Association of the Secondary School Principals conducted a study concerning the high school principalship.[1] In this study, the duties and responsibilities of the school principals were stated by two thousand teachers, administrators, citizens, and students. These returns were summarized into 13 categories which were intended to describe the duties and responsibilities of the high school principal. They were:

> (1) Leadership in the professional improvement of the staff; (2) improving the classroom instruction; (3) building and improving the curriculum; (4) maintaining order and discipline; (5) building and improving the extra-curricular program; (6) self-improvement and growth on the job; (7) informal relations of principal-students; (8) public relations and community responsibility; (9) making the schedule of classes; (10) guidance and adjustment of pupils; (11) desk work, supplies, and correspondance; (12) provision and up-keep of building; (13) relations to superiors.[2]

These research results did not suggest that the school principal should not act as a change agent, but in

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[1]Nicholas Gennaro, "The Future Continuing Professional Development Needs of School Principals as Viewed by Principals, Superintendents, Teachers, and Board Members" (Unpublished Doctoral Dissertation, University of the Pacific, 1973), pp. 20-21.

[2]Ibid.

a study conducted by Shaver in 1970, "change" was considered
to be one of the major tasks of the school principal. He
concluded that school principals have three major responsi-
bilities: (1) providing instructional leadership through
teacher evaluation, (2) acting as instruments of change,
and (3) assuming responsibility for staff development.[1]

Bargman analyzed the role of the elementary school
principal as presented in the literature from 1960 to 1970.
He concluded that:

> (1) The role of the elementary principal has
> evolved to one of coordinator, evaluator, innova-
> tor, and interpreter. The principal is a strategist
> who takes particular human and material components
> of the community and the school and combines them
> into a functioning unit; (2) organization, innova-
> tion, and technology are changing the principal's
> role to that of coordinator of teams of staff mem-
> bers; (3) The elementary school principal cannot
> hope to bring about innovative changes without con-
> sideration of the organized forces of the community.[2]

The last three studies show that in almost a decade
(from 1959 when the first study was conducted until 1970
when the last two studies were completed) new elements
were added to the duties and responsibilities of the school
administrators while some tasks became less important. This
implies that parallel to the emerging goals and needs of
the community new responsibilities were determined for the
school administrators.

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[1]Ibid., p. 22.

[2]Ibid., p. 29.

Dean identified ten important services as the main responsibilities of the office of the school principal. These services were:

> (1) A communication center of the school; (2) a clearinghouse for the transaction of school business; (3) counselling center for teachers and students; (4) a counseling center for school patrons; (5) a research division of the school, for the collection, analysis, and evaluation of information regarding activities and results; (6) A repository of school records; (7) the planning center for solving school problems and initiating school improvements; (8) a resource center for encouraging creative work; (9) a coordinating agency cultivating wholesome school and community relations; (10) the coordinating center of the school enterprise.[1]

In Dean's suggestion attention was given to "communication", "counseling" and "research" that had not been considered so important in previous studies.

Knezevich attached considerable importance to the position of principal. He believed that this position was one of the factors which determined the direction of public education.[2] Knezevich identified services that should be rendered by the school principal at both the elementary and secondary level. He suggested that the principal should be:

> ...(1) a counselor of students; (2) the school disciplinarian; (3) the organizer of the schedule; (4) the supervisor of the instructional program; (5) the pupil-relations representative for the attendance area; (6) the liaison between teachers and the superintendent; (7) the director and evaluator of teaching efforts; (8) the manager of the school facilities; (9) the supervisor of custodial and food-service employees within the building; (10) a professional leader.[3]

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[1] Knezevich, op. cit., p. 282.

[2] Ibid.   [3] Ibid., p. 283.

The University Council for Educational Administration, in its study "Preparing Educational Leaders for the Seventies", developed four critical categories of behaviors which are likely to be displayed by effective school administrators. Included within each category were additional descriptive elements. These categories and the accompanying descriptive elements were:

A. Effective school superintendents will communicate a moral vision and a commitment to education larger than any given societal force or special interest. They will communicate vision and commitment by: (1) displaying an understanding of significant societal forces, the value conflicts associated with these forces, and their implications for education and community life; (2) establishing communication arrangements which enable differing community groups to express their aspirations for and concerns about "good" education and the "good" community; (3) demonstrating listening ability and a capacity to understand the differing public interests in education as they are expressed through formally established and informal communication channels; and (4) using concepts basic to "good" schools, ideas obtained from the expressed aspirations of different interest groups, and understandings of larger societal forces to take the lead in helping communities articulate clearly the role of education in the modern society and its potential for contributing to improved community life.

B. Effective school superintendents will help communities chart clear educational directions amid marked conflict and ambiguity. They will express this behavior by: (1) exploring and assessing unmet educational needs with school personnel and with citizen representatives; (2) identifying and describing with the help of educational and community representatives critical unmet educational needs and specifying the relationship of these needs to larger societal and community needs; (3) achieving community understanding and workable agreements about unmet needs; (4) translating critical educational and societal needs into school system objectives and policies; and (5) helping establish priorities among school system objectives.

C.   Effective school superintendents will help
generate and implement new programs designed to
achieve school system objectives and policies. This
they will achieve by: (1) establishing adaptation
as an important normative standard for educational
institutions; (2) achieving greater school system
capability and relating this capability to planning
in other community and governmental agencies; (3)
helping specialized staff to achieve new program de-
signs; (4) establishing arrangements to facilitate
program development which is tailored to the educa-
tional needs of differing attendance units and stu-
dents populations; (5) helping relate planning and
programming efforts effectively to budgeting and to
performance assessment; and (6) playing a leadership
role in the acquisition of needed resources to imple-
ment experimental programs.

D.   Effective school superintendents will help
create organizational arrangements designed to facili-
tate program improvement and change. They will do
this by: (1) helping develop a greater organizational
capability for fostering and using educational research
and development; (2) helping develop more systematic
program for the continuing education of school person-
nel; (3) helping establish new forms of organization
to facilitate such functions as educational planning
and evaluation; (4) facilitating the design of more
functional information systems and more systematic
ways of accounting to the public; (5) experimenting
with temporary structures, external cooperative sys-
tems, project teams, and other organizational arrange-
ments designed to facilitate program change.[1]

The study showed that more sophistication had de-

veloped in the duties and responsibilities of school admin-

istrators over time.   In this study, emphasis was placed

on understanding different public interests, making more

contact with the citizens, translating societal needs into

the school system, and on research; all of which were sel-

dom mentioned in previous studies on the duties and

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[1]Jack Culbertson and others, Preparing Educational
Leaders for the Seventies (Columbus: UCEA, 1969), pp. 502-
503.

responsibilities of school administrators. This trend sug-

gests that some progress is being made toward integration

of the school and the community.

A team of investigators from the New York University

interviewed 20 superintendent of schools to identify the

most important responsibilities of school administrators.

These responsibilities were summarized by Fisk as:

> (1) Working effectively with people in the
> community, on the board of education, within the
> professional staff, and among the pupils. This
> important area of responsiblity, especially working
> with the community and staff, takes a lion's share
> of these schools administrators' time and was of
> concern to them. (2) Providing efficient business
> management. (3) Developing an adequate school
> plant. The business and plant development aspects
> of the superintendent's work, while they take much
> of his time, are usually a source of satisfaction
> to him since he carries them out relatively well.
> (4) Improving the educational program. This is
> the most neglected responsibility of those who were
> interviewed. Although all the administrators
> recognized this as a most important part of their
> job, almost without exception they indicated they
> neglected this area or delegated it completely to
> others. (5) Servicing the profession. The school
> administrators in this study contributed much time
> and effort to professional organizations, teaching
> in colleges and universities, speaking, writing, and
> conferring about school administration.[1]

Haskew identified eight roles for a good school ad-

ministrator. These roles were: (1) the role of prophet;

(2) the role of chairman; (3) the role of organizer; (4)

the role of executive; (5) the role of policy formulator;

(6) the role of technical consultant and technician;

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[1]Robert S. Fisk, "The Task of Educational Adminis-
tration," Administrative Behavior in Education, eds. R. F.
Campbell and Gregg (New York: Harper & Row, 1957), p. 203.

(7) the role of decision maker; (8) the role of leader.[1]

The areas of desirable behaviors of the educational administrators defined by the School Development Study at the Ohio State University were: (1) setting goals; (2) making policy; (3) determining roles; (4) coordinating administrative functions and structure; (5) appraising effectiveness; (6) working with community leadership to promote improvements in education; (7) using the educational resources of the community; (8) involving people--"when people share, people care"; (9) communicating.[2]

In recent years, the concept of competency-based education has entered the field of educational administration. This concept has created substantial argument between its proponents and opponents. In preparatory programs for the prospective school administrator, some scholars believe in competency-based program, while the others favor the traditional approaches for preparation.

In an attempt to define a competency pattern in educational administration, Southern States Cooperative Program in Educational Administration identified critical tasks of the school administrators. These tasks as the duties and responsibilities of the school administrators were (1) instruction and curriculum development; (2) pupil personnel; (3) community school leadership; (4) staff

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[1]Ibid., pp. 203-204.

[2]Ibid., pp. 204-205.

personnel; (5) school plant; (6) school transportation;
(7) organization and structure; (8) school finance and
business management.[1]

To define the duties and responsibilities of the
school administrator, Fisk proceeded from an outline adap-
ted from a statement prepared by the Middle Atlantic
Region Cooperative Program in Educational Administration.[2]
He examined the tasks of the educational administration
under four major categories of responsibilities. These
categories of responsibilities were: (1) responsibilities
relating to the community, which comprised community in-
volvement, defining educational need, working with the
board of education, interpreting the educational program,
encouraging community support of education, interpreting
the role of other agencies, interpreting the community
mores to the professional staff, and establishing communica-
tion between the school and community. (2) Responsibilities
relating to the improvement of educational opportunity
which consisted of defining the philosophy and objectives
of the schools, continuing evaluation of the educational
programs, establishing an appropriate organization, and
establishing appropriate processes. (3) Responsibilities
relating to the obtaining, developing, and improving person-
nel, which covered policy development, continuous

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[1]Ibid., pp. 205-207.

[2]Ibid., p. 211.

professional development, evaluation of performance, and consideration of personnel. (4) Responsibilities relating to the providing and maintaining funds and facilities, which comprised demonstrating technical competence, balanced judgements, and coordination in the area of funds and facilities.[1]

The importance of politics in effective school administration was emphasized in the above categories of responsibilities suggesed by Fisk. He suggested that community involvement in school affairs leads to (and is directed toward) the procurement of more funds and support for the school programs which leads to the establishment of better schools.

Hagman believed that the major task of the administrator was to bring about such an organization and such functioning of the organization that the objectives of education could be achieved to the best advantage. To Hagman, in the practice of his/her job, the administrator, whether superintendent or principal or other officer of the school, demonstrated leadership in seven areas. The areas of leadership were in school organization, improvement of instruction, personnel administration, financial administration, administration of physical plant, special school services, and the community.[2]

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[1]Ibid., pp. 211-226.

[2]Harlan L. Hagman, The Administration of American Public Schools (New York: McGraw-Hill, 1951), p. 47.

SELECTION AND RECRUITMENT OF CANDIDATES
FOR PREPARATION PROGRAM

Culbertson and others, in their study of "Pre-
paring Educational Leaders for the Seventies", made cer-
tain generalizations related to the recruitment and selec-
tion of candidates into administrative preparation pro-
grams. The data base from which those generalizations
were drawn included a review of the literature and a
survey of opinions of school superintendents and university
personnel.[1] A summary of their findings follows:

1. More effort is needed to recruit talented per-
sons into administrative preparation programs.[2] Regarding
this they stated:

(a) This need is recognized in the literature
and by both school superintendents and university
personnel. (b) The emergent trend in this direc-
tion is not recognized in the literature and is
reflected more frequently in the responses of
university personnel than in those of school super-
intendents. (c) This trend is limited in that few
innovative communication devices are apparently
being utilized.[3]

2. The traditional recruitment pool for candidates
for advanced preparation in educational administration should
be expanded. In this expansion more attention should be
paid to younger, less experienced educators, persons
with training and/or experience in areas other than educa-
tion, members of disadvantaged minority groups, and those

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[1]Culbertson and others, Preparing Educational
Leaders for the Seventies, p. 442.

[2]Ibid., p. 452.   [3]Ibid.

living beyond the geographic boundaries of a university's
service area.[1]

3. Financial assistance to the students should
be increased. This need was recognized both in the review
of the literature and by the university personnel.

4. Greater involvement of the practicing admin-
istrators in the recruitment of candidates is needed. This
idea was supported in the literature as well as by
university personnel.

5. In the selection of students for advanced prep-
aration in educational administration, more rigorous intel-
lectual screening standards should be implemented. Although
some proposals were offered in the literature to meet this
need, there was no evidence that they were being imple-
mented in actual practice.

6. Greater validity in predicting successful
administrative performance on the part of the applicants
is needed. To meet this need, more improved and intensive
screening devices should be utilized.[2]

Culbertson and his colleagues maintained that the
above generalizations derived from their study imply other
important needs which bear upon recruitment and selection.
From these general findings, they presented more specific
guidelines for the recruitment and selection of students

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[1]Ibid., pp. 452-453.   [2]Ibid., pp. 452-454.

for the preparation programs. These guidelines were:

(1) During the 1970's those responsible for preparatory programs will need to concentrate more upon the non-cognitive aspects of leadership in recruitment and selection than they did during the 1960's. (2) During the 1970's distinctions between those leadership behaviors which are to be sought largely through recruitment and those which are to be developed principally through programmed learning experiences during preparation will need to be made much more explicit than they are currently.[1]

The authors believed that there are certain kinds of behaviors that cannot be affected by preparatory programs. Examples of behaviors which are not likely to change include displaying courage, inspiring confidence in others, communicating in sense of social mission, displaying charismatic qualities, expressing a high degree of intelligence, showing a commitment to social improvement and reform, tolerating ambiguity and stress, displaying social sensitivity, and expressing marked energy and drive.[2] Therefore, the authors suggested that it is individuals who already have these qualities that should be recruited.

3. As clearer distinctions are developed between relatively stable and changeable leadership behavior, those responsible for recruitment will need to delineate more specific situational and action indicators of stable behaviors in order to make reasonable judgements concerning whether or not candidates possess these behaviors before they enter preparatory programs.[3]

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[1]Ibid., p. 504.

[2]Ibid., p. 504.

[3]Ibid.

To make this guideline clearer, the authors used "displaying courage" as an example and the following criteria were mentioned as indicators: They were expression of deviant opinions in groups, public opposition to those in positions of power and authority, the assumption of responsibility under conditions where the probability for success is limited, perseverance in the face of marked difficulty, and taking strong position on issues which are contrary to the majority view.[1]

4. They recommended that "Universities will need to make special efforts to identify and recruit outstanding leaders from among minority groups."[2] This idea was derived from the fact that majority groups members in many communities cannot now advance equality of learning opportunities and to help improve the quality of learning. It was recommended that in order to recruit minority group members more effectively, universities will need to be more flexible in the use of intelligence test scores and measures of verbal abilities since these tend to discriminate against members of minority groups.[3]

5. They recommended that "Those responsible for preparatory programs should create special arrangements for identifying and recruiting prospective educational

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[1]Ibid., p. 505.

[2]Ibid.

[3]Ibid.

leaders from among undergraduate college populations dur-
ing the 1970's.[1] More specifically, they suggested that:
(a) outstanding college leaders who are liberally educated
should be identified for the progam. (b) communication
arrangements should be created to provide outstanding young
persons with information about educational leadership
careers, (c) greater flexibility in program should be de-
veloped and barriers to leadership careers in education
should be diminished, and (d) the help of practicing educa-
tional administrators for transition from university
preparatory programs to administrative positions should
be sought.[2]

6. The last guideline was that: "Universities
should allocate more resources and devote greater staff
efforts to recruitment during the 1970's."[3]

These findings indicate that some new values are
emerging in the establishment of the criteria on the selec-
tion of students for the preparation program. In some cases
these new values are contradictory to the traditional pro-
cess of recruiting students. For example, in the past,
teaching experience was (and now in most cases is) considered
one of the major prerequisites for selection. This require-
ment, according to the research, should be eliminated;

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[1]Ibid., p. 506.

[2]Ibid.

[3]Ibid.

perhaps because the young and the less experienced candidates can learn and accept the new values of the training institutes much easier than those experienced candidates who have been institutionalized by the existing educational institutions.

Another new trend is that recruitment procedures should be considered much more important than they were in the past. For example, more time and energy should be spent by the training schools and universities to identify the outstanding candidates for the preparation program.

Houseman examined the selection and screening procedures which were utilized during the period in which aspirants prepare academically for future administrative positions. He believed that the availability of well qualified professionally competent candidates is, and should continue to be, a shared responsibility of the universities that prepare prospective administrators and the school districts which employ them. The specific task of the college is to examine qualifications with respect to technical ability, personality, adaptability, and other skills and to make the final decision--acceptance or rejection to the preparation program.[1]

1. Criteria of intelligence, academic background and ability, leadership skills and performance in the

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[1]Donald E. Tope, A Forward Look--The Preparation of School Administrators, 1970 (Eugene: Bureau of Educational Research, 1960), pp. 44-45.

undergraduate program with respect to human relations

skills provides some basis upon which capable individuals

could be counseled toward administration as a career

choice.[1] Concerning the step of recruitment, Houseman

wrote:

> Early identification and an active recruitment
> program at this level provides an opportunity for
> a guided inter-disciplinary preparation as well as
> an opportunity for careful assessment of potential
> over an extended period of time.[2]

2. Experiences have shown that school principals,

directors of personnel, and superintendents are in unique

positions to meausre potential in administrative candidates.

These personnel as well as college staff members who work

closely with possible candidates can recommend them for

recruitment.

3. When the candidate has enrolled for the first

courses in a preapration program, interviews with a minimum

of three staff members should be required. Houseman recom-

mended that these interviews should cover the following

items:

> (a) The candidate's professional goal and the
> motivational factors which led him to this goal.
> (b) His leadership potential as expressed by an
> account of his past and current leadership experience.
> The number of times he has been chosen by his peers,
> or by superiors, to provide leadership is indicative
> of leadership potential. (c) The number and variety
> of kinds of professional assignments tends to indi-
> cate breadth of interests and will provide an estimate

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[1]Ibid.   [2]Ibid., p. 46.

of the candidate's ability to relate one aspect of
the school program to another. During the minimal
five year pre-administrative teaching experience
the candidate's experiences in several grades, at
several levels, as a counselor or as a member of
the central administrative staff provide the inter-
viewer with facts to further assess potential.
(d) Through the interview the applicant's speech
habits, his ability to express himself clearly and
logically and his ability to relate incidents in
logical sequence are carefully noted. His sensi-
tivity to the problems in administration, his
ability to identify and evaluate alternatives, and
his capacity to arrive at decisions are character-
istics upon which judgements can be made during the
interview.[1]

4. Academic ability of the student should have a
significant role in recruiting students. The grade point
average, which in many schools of education today is the
sole screening technique in use, should be used more ef-
fectively in the future.

5. For the screening purpose a battery of objec-
tive tests should be used. These tests will examine the
candidate's ability and predictive potential in the follow-
ing areas:

(a) Intelligence--A great deal of research evidence
indicates that the administrator should have an in-
telligence quotient of not less than 120. (b) The
individual's behavior pattern associated with leader-
ship. Such items as interest patterns, offices held,
emotional balance, school and professional activity,
the self-concept and his procedural skills with others
are among factors included here. (c) Health, physical
condition, and energy capacity are items which must be
carefully assessed. (d) Skills of synthesis, of
organization, of application, of reasoning, and of
the procedures of decision-making are carefully checked
through the administration of tests which contain
situational problem-solving techniques. (e) Tests of

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[1]Ibid., p. 47.

the functional content of administration are
administered, not as a part of the initial screen-
ing procedure but as a part of the continuous evalu-
ative procedure which extends throughout the prepara-
tion program. These tests appraise the several
skills and the broad content in the field of admin-
istration and are in the nature of a comprehensive
total evaluation of the candidate.[1]

6. After the candidate has completed the appro-

priate tests of mental ability, health and physical con-

ditions, and behavioral pattern associated with leader-

ship, a field check should be made with the school district

officials with whom applicant works.

7. An admissions committee of five or more mem-

bers should examine all the evidence including test data,

interview ratings, academic ability, and the recommendations

from school districts obtained through the field check.

Screening and recruitment will be made based on this examina-

tion.

To make the recruitment procedure more meaningful,

Houseman stated:

> Screening programs in the future must eliminate
> the candidate who is unable to achieve academically,
> who is unable to see logical relationships, who is
> incapable of making decisions, and who strives for
> a position of power for the sole purposes of self-
> satisfaction and influence over others. The presence
> of an ethical and philosophical commitment to the
> field of education and to school administration
> specifically, although difficult to assess, must
> be an integral part of the administrator's basic
> creed. The educational administrator of the present
> must become the educational statesman of the future.[2]

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[1] Ibid., p. 48.

[2] Ibid., p. 49.

Brandewie stated that at the present time, both

the applicants and graduates of educational leadership

programs tend to be former teachers. This develops a com-

mon set of professional norms, and while these norms are

beneficial in general, they prevent heterogeneity among

school administrators which can enhance leadership, policies,

and decisions.[1] Regarding admission procedures Brandewie

stated:

> The process of selection and admission to a pro-
> gram of graduate studies must rely heavily upon the
> observation of the candidate's behavior in various
> settings. Detailed empirical descriptions and evalua-
> tive statements of endorsement should be sought.
> Although high quality performance on such indicators
> as scores on standarized paper-pencil tests and
> undergraduate grade-point average is useful for
> screening and indeed related to administrative
> performance, discrimination on other variables during
> the selection process is necessary. Experience and
> advancement patterns, social concern and commitment,
> leadership performance and style, flexibility-
> adaptations are used. The weight given to such fac-
> tors and the systematic nature with which they are
> considered will vary greatly among institutions.
> Many persons would accord much higher priority to
> these last-named factors than most institutions now
> give.[2]

Walton raised the question whether the candidates

for preparation programs should be recruited from the ranks

of liberal arts college graduates or from such graduates

who have prepared for, and engaged in, teaching. If admin-

istration is assumed to be essentially the same in all

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[1]National Association of Secondary School Principals,
The Challenge: Preparing Principals (Washington: NASSP,
March 1972), p. 26.

[2]Ibid., p. 27.

organizations, why can not an administrative class be
trained interchangeable among organizations? He pre-
dicted that this sort of thing can happen in the near
future.[1] Concerning teaching experience as a criterion
for entering preparation program in educational adminis-
tration, Walton wrote:

> However, for the present, there are several
> reasons why some, and perhaps the majority, of
> educational administrators should have some teach-
> ing experience. For example, the fact that an
> administrator in education has taught gives him
> some protective coloration in an academic environ-
> ment. But it is possible for an administrator to
> acquire some expertise in education without having
> taught; he can learn something about education in
> his training for administration. Therefore, some
> candidates for administration should be recruited
> from liberal arts college graduates who have not
> taught as well as from those who have. For the
> latter group a fifth year program in teacher
> education and two years teaching experience should
> intervene before they go on to their professional
> education in administration.[2]

Reller suggested five sources from which candidates
for training for the position of superintendency should be
recruited. These sources were:

> (1) Educational administration: principals of
> schools, assistant superintendents, directors of
> services. (2) Teachers. It is anticipated that
> relatively few would be secured directly from this
> source. (3) Holders of the bachelors or preferably
> the masters degree with a major in one of the be-
> havioral sciences. It is assumed that these people
> generally would not have taught. This is regarded
> as one of the more promising sources of candidates
> for the program. (4) Public administrator: assistant
> city managers, assistant directors of planning, and

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[1]Culbertson, _Preparing Administrators: New Per-
spectives_, p. 96.

[2]Ibid.

junior administrators in various public service
areas. (5) Junior administrators and directors
of services in ministries and provincial govern-
ments of newly developing countries. These men
would be nominated by their respective governments
and selected in cooperation with representatives of
agencies such as foundations, The Administration for
International Development, and the United Nations.
Not more than two new enrollees would be accepted
from one country in any one year.[1]

Reller stated that selection is one of the most
important tasks which should be planned by those who have
the major responsibility for the conduct of the program.
He mentioned intellectual achievement, intelligence, and
leadership promise should be important criteria for
selection. Those who are selected for admission to a
training program should be between the ages of 22 and 35,
and should be those who will spend a minimum of two years
in the program.[2]

According to an article, "The Current Scene: Pro-
fessional Preparation" published by American Association
of School Administrators (AASA), a typical pattern of
admission procedures for preparation programs is the fol-
lowing:

Three years experience as teacher, recommenda-
tions, satisfactory prior academic record, satis-
factory score on scholastic aptitude test, satis-
factory completion of an introductory course --
experience combining instruction with personal--
vocational guidance.[3]

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[1]Ibid., p. 113.   [2]Ibid.

[3]American Association of School Administrators,
Professional Administrators for America's Schools, Thirty-
eighth Yearbook (AASA, 1960), p. 57.

According to a study intended to determine what
selective devices would be employed if conditions approached
the optimum more closely than they do now, institutions
reported the following criteria:

(1) Academic record, (2) successful teaching
experience, (3) leadership (general guidance, ad-
ministrative position), (4) recommendations (usually
employer), (5) satisfactory personality, (6) suc-
cessful experience, (7) more tests (unspecified),
(8) determine nature of student's motivations,
goals, values, etc., (9) ability to work with peo-
ple, and (10) unspecified intellectual criteria.[1]

Heller listed ten criteria for selection of stu-
dents into a program for the preparation of school
leaders. These criteria include the following:

(1) Intelligence, (2) personal standards, (3)
broadness of undergraduate liberal education, (4)
scholastic achievement, (5) knowledge in profes-
sional education fields, (6) excellence in master's
studies and in theses work, (7) professional exper-
ience, (8) references, (9) standardized test re-
sults, and (10) administrative potential.[2]

Based on the results of these studies and state-
ments on the selection of the prospective candidates for
the preparation program, it can be concluded that in the
future the focus is going to be more on certain, more
specific criteria. These criteria are: better undergradu-
ate liberal education, administrative potential, less
teaching experience, satisfactory personality, and human
relation skills. It was also suggested that in order to

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[1]Ibid., p. 60.

[2]Melvin P. Heller, Preparing Educational Leaders:
New Challenges and New Perspectives (Bloomington, In.:
Phi Delta Kappa Educational Foundation, 1974), p. 27.

screen the best candidates, procedures such as careful

interviews and a battery of objective tests should be

used. Prior communication arrangements to identify the

potential candidates and involving the practicing admin-

istrators in the selection procedures were also emphasized.

MODELS OF PREPARING EDUCATIONAL ADMINISTRATORS

A selection of major models including those pro-

posed by the interest groups or currently used for the

preparation of educational administrators, as well as

the models developed as the result of certain studies will

be reviewed as the following:

The UCEA Study

One of the most comprehensive studies regarding

pre-service preparation of educational administrators is

conducted by the University Council for Educational Adminis-

tration. This study, funded by the U.S. Department of

Health, Education, and Welfare, was intended to develop a

program for preparing educational leadership for the 1970's.

This study is primarily focused on training superintendents.

The elements identified by this study are discussed in some

detail:

Recruitment and selection. The research findings showed

that there is a need for more efforts to recruit talented

persons, more rigorous intellectual screening standards

in the selection, and increased involvement of practicing

administrators in selecting candidates for preparation in

educational administration. It was also recommended

that selection procedures shoud possess greater validity

in predicting successful administrative performance. The

expansion of the traditional recruitment pool for candi-

dates and increased financial assistance to students were

also suggested.[1]

Program structure. It was stated that the structure of the

preparation program should include both integration and

flexibility. Integration in program components will allow

the subsequent induction of new management technologies

and specializations within the field of educational adminis-

tration. Flexibility in program components will encourage

the students to achieve self-initiative and self-direction

in learing.[2] For both of these purposes, five guidelines

were suggested. The first three guidelines relate to the

attainment of integration of program elements; the last

two guidelines are directed toward achieving flexibility

in programs.

1. The UCEA research members suggested that pro-

grams for preparing researchers, synthesizers, developers,

and educational administrators should be differentiated

more clearly than in the past.[3] It was stated that future

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[1]Culbertson, Preparing Educational Leaders for
the Seventies, pp. 405-409.

[2]Ibid., p. 507.   [3]Ibid.

educational administrators will be skilled specialists

who use knowledge effectively in different ways. The

areas in which future programs of educational administra-

tion will depend include:

> Researchers who use knowledge to create new
> knowledge; synthesizers who order existing knowl-
> edge into new, enlightening, and useful ways;
> developers who use knowledge to project and invent
> solutions to general administrative and leadership
> problems, clinicians who can use knowledge to diag-
> nose and inform specific practices; and administrators
> who use knowledge to improve "everyday" decisions and
> to shape intermediate and long-range policies.[1]

For the development of these skills, they suggested

that prospective school administrators should be recruited

from among persons who are motivated to act and who want

to change policy and improve educational practice. The

main purposes of programs for prospective superintendents

according to the Council should be:

> ...to enable them to acquire the skills, values,
> and concepts relevant to administrative decision-
> making and policy making in educational institutions;
> and to provide them opportunities to practice skills
> and to use knowledge in real and simulated adminis-
> trative situations.[2]

Knowledge needed by prospective superintendents

should be acquired through a multi-disciplinary approach;

a knowledge which can help them to understand the problems

of administrative practice and policy. It appears that a

program of field experience is also necessary for prospec-

tive school superintendents. It was stated that:

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[1]Ibid.

[2]Ibid., p. 508.

Field experience for school superintendents should be designed to provide opportunities to observe practice and to test knowledge in school-community contexts and in situations involving changes in educational policy and practice.[1]

Field experience and internship program should be experienced under the supervision of outstanding educational leaders. The culminative experience should be one that is designed to develop informed and effective administrative and leadership behavior.

2. The UCEA research group recommended that all program elements should be structured on the basis of some common objectives. They stated:

At the same time that specialization will require greater differentiation in programs for prospective researchers, developers, synthesizers, clinicians, and administrators, there will also be a greater need for structuring program elements to ensure that programs to prepare these specialists are guided by some common objectives.[2]

To ensure the achievement of common objectives, programs during the first year of preparation for prospective specialists in educational administration should have certain characteristics. These program characteristics are to develop an understanding of selected social needs which have special meaning to educational purposes such as poverty, urban congestion, polluted environment, minority group relations, the changing qualities and concern of youth, and equalities in educational opportunities.

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[1] Ibid.

[2] Ibid., p. 509.

Another characteristic of the program is to de-
velop an inter-governmental relationships and policies which
have implications for the purposes of educational institu-
tions such as economic growth, manpower development, tech-
nological progress, research and development, natural re-
source conservation, and civil rights.

Development of understanding of basic curriculum
issues effecting the attainment of educational purposes
such as child-centered vs. content-centered curriculum,
relationships between academic and vocational education,
role of technology in curriculum, strategies for changing
curriculum, and curriculum evaluation should be observed
in the program structure.

They also emphasized that the students should be
able to understand the nature of learning, its role in
the modern society, and technological developments which
support it. Development of a sense of relationship among
all professional personnel associated with educational ad-
ministration toward common educational objectives so that
role perspectives reflect mutual awareness of functional
interdependence was also recommended.[1]

According to the research, in addition to the com-
mon program elements, there are other special components
common to programs for administrative personnel. These
elements should be centrally concerned with organizational

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[1]Ibid., pp. 510-511.

behavior--both internal and external. Pertinent objectives in this aspect of preparation include: To understand significant forces influencing the organization and administration of schools, and issues generated by these forces which have significant implications for education and leadership; to achieve some understanding of those social trends which may affect educational organizations, their administrations in the future, decision processes concerning the politics of education, and some understanding of some basic organizational processes such as: communication, institutional change, planning, and moral development; to understand major problems of economics and financing of education.[1]

3. The third guideline relating more to attainment of integration of program elements was "Helping prospective administrators understand values both their own and those of various reference groups in the schools."[2] In this guideline, development of an awareness of value changes in society and interest groups is emphasized. Understanding concerning fundamental human values such as individuality, independent thought, creativity, compassion, freedom, and self-renewal should be sought. Insights concerning value conflicts should be fostered as stated in the following:

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[1]Ibid.

[2]Ibid.

How rules and regulations can foster conform-
ity in ways that hamper creativity; how demands
and needs of the state can threaten individually;
how interdependence can interfere with independence;
how hostility can curb compassion; and how tradi-
tion counters self-renewal.[1]

According to this study, familiarity with the pur-

poses of public and private organizations, their conflicts

and agreements should be developed. Opportunities should

be provided to the prospective administrators to assess

and, if necessary, change their values.

4. This guideline was related more to achieving

flexibility in program elements. According to the research

groups, knowledge acquisiton should not be the only aim

of the preparatory programs. They stated that the pro-

grams "...should also provide prospective superintendents

opportunities to demonstrate creative uses of knowledge in

diagnosing and in seeking solutions to educational and

social problems."[2] They suggested that since effective

school superintendents are required to project different

strategies of change, pre-service preparation programs

should facilitate and develop creative problem defining,

problem solving, and decision-making. To this end, flexible

uses of knowledge is necessary.

To foster creativity in educational administration,

studying many areas of conflicts were suggested. Some

expectations and values associated with Negro protest

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[1]Ibid.   [2]Ibid.

movement, federal involvement in edcuation, teacher mili-

tancy, other forces influencing educational organization

and administration, need for change in educational policy

and programs; and inventing ways to attain greater human

and financial resources to support education.[1]

5. The last guideline deals with the individual-

ization in preparation programs. Concerning this element

of the program they stated:

> Specific learning experiences should vary con-
> siderably from individual to individual depending
> upon a student's educational background, experiences
> in education or in other institutions, intellectual
> interests, and career aspirations.[2]

Program content. "Relevance" is the major issue, according

to the UCEA study, in the program content for preparation

of school administrators. There are issues and conflicts

now confronting school administrators that were not present

in previous decades. The following guidelines were identi-

fied with regard to program content:

Content from the humanities -- Program content should

develop an understanding of human values on the part of

the students. Concerning this guideline they stated:

> Historians, philosophers, and students of liter-
> ature...do come to grips with basic human values
> which are directly related to the purposes and pro-
> cesses of educational institutions and to the "human
> conditions" affecting these institutions."[3]

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[1]Ibid.

[2]Ibid., p. 512.

[3]Ibid., p. 513.

Future orientation -- Projection of trends in society and future educational affairs are skills necessary for educational administrators and should be observed in the development of program content. For this guideline, the study concluded that:

> Content should be incorporated into preparatory programs which will enable prospective superintendents to be future-oriented and more visionary in their thinking. To fulfill this guideline, it will be necessary to draw upon content which illuminates projected trends in society and which highlights alternative educational and societal futures. A variety of courses and seminars already exist in universities which can be drawn upon by students to obtain content of this type. Special seminars or independent study arrangements can also be developed.[1]

In addition to above content areas, they also mentioned references such as Toward the Year 2000, Inventing Education for the Future, and Prospective Changes in Society by 1980 for the fulfilment of this guideline.[2]

Content from the political science and economics-- Content selected from these disciplines should be of importance in pre-service training of school administrators. The following is stated for this area of content:

> The chapters dealing with the Federal force in education, the business-education interface, and the emergent management technologies all highlight the significance of economic concepts and modes of inquiry as they relate to the leadership challenges likely to face school superintendents in the 1970's. Thus, an understanding of issues surrounding "economic rationality" vs. "human relations rationality",

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[1]Ibid.

[2]Ibid., p. 514.

system analysis, operations research, the use of technology in education, and the financing of educational enterprises are intimately related to economic thought.[1]

The study also rationalized that the interaction of economic and political variables provides the administrator a basis for insight into critical questions involving the substance of educational policy and appropriate means to attain policy goals. Involving such critical questions the following were mentioned by the study as to be infused with economics and policies:

> Relationships of desired policy ends to economic conditions and political acceptance; the economic characteristics of a school district and political strategies to gain satisfactory financial support for schools; the economic rationality of planning modes and the political realities of public policy decision-making; political strategies and budgetary process.[2]

Contents from the organizational behavior and processes -- The last guideline with regard to the program content is illumination of organizational behavior and processes which should be included in the preparatory program. To this end, the following was prescribed by the study:

> Some of the content is in the form of well-known classics. Those produced by Frederick Taylor, Chester Barnard, and Herbert Simon, for example, are illustrative. Other content on organizational behavior is found in theories and research findings produced by social scientists. Semanticists, social psychologists, psychiatrists, sociologists, mathematicians, and cybernetics, for example, have all contributed to

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[1]Ibid.

[2]Ibid.

theories of communication and to the research on which these theories are based. Still other content is found in conceptualizations produced by professors of administration in the form of articles, monographs, and textbooks. Such content should be used to help prospective leaders understand such basic processes as decision-making, communication, motivation, change, and planning.[1]

Instructional approaches. The questionary part of this study has revealed that prospective school administrators should be made more active and responsible in the pursuit of knowledge and learning. Over-reliance on lecture-textbook and note-taking methods is rejected. Certain guidelines with regard to appropriate instructional approaches in preparatory programs for educational administrators were identified. They were:

Establishment of learning teams -- In this regard the students learning teams can seek the professors' assistance. It was stated that the composition of things may vary depending upon the purpose and focus. It was stated:

A "Learning team" could be made up of students pursuing differing educational careers related to research, development, and administration and working on common problems bearing upon these differing careers. Another approach would be to create learning teams made up of students from different professional schools in the university who were preparing for government, health, social work, business, education, or related careers. These teams could concentrate upon defining and developing alternative solutions to problems which caught across the careers of members on the teams. Still another possibility is for learning teams to be made up of teams of educational administrator (e.g., elementary principals,

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[1]Ibid., p. 515.

secondary principals, personnel administrator, and superintendents) to work on problems which caught across these various positions in school systems.[1]

Independent study -- It is recommended that greater responsibility should be put on the students for their own learning. The study group recommended: "...professors should design instructional arrangements in which students can pursue their interests and motivations in situations where professors and students are co-learners."[2] Independent study was recommended as one of the arrangements which place major responsibility on students for the structuring of their learning and, at the same time, provide professors opportunity for helping guide learing activities.[3]

Reality-oriented techniques -- Based on the analysis of the results of the study, a great emphasis was put upon the reality-oriented techniques such as case study, simulation, and games. Even in the current preparatory programs, an established trend in this directions can be seen. The following is the statement rationalized for this guideline:

> A range of reality-oriented materials which can provide common bases for students and professors to analyze and make decisions should be developed and used by those responsible for preparing school superintendents. Cases, simulated materials, and management game can provide valuable tools not only for the exploration and understanding of values which shape decisions but also for the testing of theoretical concepts against the "facts of administrative life." Such materials can provide bases for bridging theory and practice.[4]

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[1] Ibid., pp. 515-516.   [2] Ibid., p. 516.

[3] Ibid.   [4] Ibid.

Field related experiences -- According to the study, the current program related to field experience such as internships, field visits, practicums and the like should be improved in quality. It was also stated that present field-related experiences lack diversity, are unsystematic in their relation to total preparation, lack individualization, are fragmentary in orientation, and suffer from poor planning and supervision. This study suggested three main guidelines to make field related experiences more meaningful to the prospective school administrators. They are as follows:

First, it was stated that academic preparation and field-related experiences should be accomplished simultaneously. The following statement explicates the guideline:

> Field experiences should be used throughout the period of preparation to promote interaction between theory and practice. Traditionally, internships and other kinds of field experiences have tended to come near the end of preparation programs. However, the view is offered here that preparation should not be sharply limited to academic experiences during the first part of preparation. Students should be able to go back and forth between academic and the field throughout the preparation period and explicit strategies should be developed to promote such interchange. Such strategies might serve such purposes as the following: To help motivate and focus theoretical study on the part of students; to provide opportunities to observe and examine administrative processes; to study relationships between the purposes of school systems and community needs and problems; to test and apply theory and research in leadership settings; to observe outstanding leadership behavior; and to prepare case materials.[1]

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[1] Ibid., p. 517.

Second, it was suggested that other alternatives
to the traditional dissertation requirements for graduation
be sought. Those who have done the study strongly believed
that substitution for the dissertation does not necessarily
mean the elimination of dissertation requirement. Rather,
it should be maintained for prospective researchers in educa-
tional administration and they should require even more
sophisticated approaches to the advancement of knowledge
than are currently being used. But, since the major func-
tion of the prospective superintendents is to act toward
the end of improving the quality of education, their educa-
tion should be directed to improvement of action within a
context of applied decision making. Alternatives to the
dissertation for school superintendents which should be used
during the last year of preparation to improve leadership
actions include:

> Supervised internship programs complemented by
> independent study and seminar activities; and group
> development projects oriented toward defining policy
> problems in a selected district and toward project-
> ing alternative strategies designed to help resolve
> these problems.[1]

Third, it was recommended that multiple opportunities
for learning about leadership should be provided by dif-
ferent institutions involved in education. In this respect
the following was suggested:

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[1] Ibid., p. 518.

> Illustrations of opportunities which have be-
> come more visible during the last decade and which
> suggest learning opportunities are: private-sector
> sponsored and managed leanring activities; research
> and development activities in school districts; new
> types of educational institutions such as are repre-
> sented in the "street academies", for example; situa-
> tions in which leaders are involved in controversial
> decisions and in confrontation activities; and so
> forth.[1]

Departmental functions and staffing. The last element

identified by the UCEA study is related to the staffing and

functions of the departments of educational administration.

According to this study, universities and institutions

that have preparatory programs for school superintendents

should maintain a better balance between those who favor

discipline-based expertise for the educational administra-

tors and those who support practice-based expertise. Another

suggestion was that professors who are specialized in sig-

nificant problem areas (e.g. teacher militancy) which are

related to the school superintendency should be added to

the teaching staff. The major guidelines recommended by

the study were:

a. In helping students plan learning experiences
designed to enable them to understand societal
needs and the implications of these needs for
educational purposes and programs, professors
will need to draw upon the total resources of
the university.

b. Professors of educational administration will
need to develop the depth specializations needed
to illuminate organizational dynamics and
leadership processes bearing upon and inherent
in educational administration.

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[1]Ibid.

c. As departments of educational administra-
tion achieve differentiated programs for
researchers, developers, and administrators,
they will need to achieve differentiated
staffing patterns.

d. If outstanding researchers, developers, ad-
ministrators, clinicians, and synthesizers
are to be prepared to staff departments, a
much higher degree of institutional special-
ization on the part of universities will
be necessary.[1]

The Heller Study

Although Heller did not suggest a specific model

for the preparation of educational administrators, he

discussed the topic in some length. Heller (1974) stated

that nobody knows for certain how to prepare educational

leaders. He believed that there are no magical formulas,

no tried and true recipes, no perfect models, and no guaran-

tees for preparation of educational administrators.[2] He

stated:

> Educational leadership is an art and a science,
> an art because it must be felt and interpreted
> before it is applied, a science because there is
> a somewhat systematized body of knowledge to be
> mastered. In far too many universities the science
> of leadership is emphasized, the art given some con-
> sideration, and the practical realities of leader-
> ship are minimized, especially for future principals
> and superintendents.[3]

Concerning the preparatory programs for educational

administrators, Heller expressed his concern about the fact

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[1]Ibid., pp. 519-520.

[2]Heller, _Preparing Educational Leaders: New Chal-
lenges and New Persepctives_, p. 7.

[3]Ibid.

that many professors who are engaged with training leaders
are not leaders themselves; they do not have firsthand
knowledge of adminstration, leadership, or schools. To
Heller, professors who do not have experience in schools
often produce theoretical analyses which are unrelated to
the practical job faced by administrators.[1]

Heller believed that the current courses and con-
tent for preparing educational administrators in univer-
sities and colleges lag the actual professional demands
for the job. He stated:

> College preparation courses for administrators
> are often too dull, too trite, and too traditional
> for the schools of today. Some forward looking
> colleges are experimenting with variations in their
> professional sequence and with competency-based pro-
> grams, but most are still preparing prospective
> administrators as though the educational scene had
> not changed over the decades. The grass-roots ap-
> proach to in-service of some innovative elementary
> and secondary schools does not get the colleges off
> the hook. A partnership between schools which are
> utilizing new approaches and universities which pre-
> pare teachers and administrators is essential.[2]

The preparation programs for a leader, Heller sug-
gested, must include a variety of courses and experiences.
He also emphasized structure in preparatory programs. He
believed that any program without structure is aimless.
He related the firing of educational administrators, in a
way, to their pre-service preparation. To Heller, the
reasons why educational administrators lose their positions

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[1]Ibid., p. 13.

[2]Ibid., p. 16.

can provide guidelines for those who are engaged with the

formal preparation of educational leaders. He mentioned

the following reasons for dismissal:

> Superintendent did not accept alternative means
> to attempt to solve problems; superintendent did not
> give enough priority to orientation of board members;
> superintendent avoided making decisions until he
> was forced into a decision; superintendent did not
> change with the community; superintendent became too
> possessive about the school system; superintendent
> did not delegate authority; superintendent was not
> public relations conscious; superintendent did not
> conduct his lfie with proper decorum; superintendent
> did not know bargaining problems; superintendent and
> board did not develop written school board policies.[1]

Heller identified certain criteria in any sound pro-

gram to prepare educational leaders. Included among them

are selecting students, faculty, and establishing objec-

tive or purpose of preparation of educational leaders.

According to Heller, the most important ingredient in a

program to prepare educational leaders is a clear state-

ment of purpose. He believed that the major objective is

to develop competent, practical and scholarly school leaders

through appropriate studies and field experiences. He

identified the following as the specific objectives of the

preparation program:

> To develop knowledge of the field of school admin-
> istration and supervision and related fields; to
> develop effective communication skills in presenting
> ideas; to develop problem-solving skills in the analysis
> of practical school problems; to develop positive at-
> titudes toward the theory and practice of school admin-
> istration and supervision.[2]

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[1]Ibid., pp. 21-22.

[2]Ibid., p. 25.

In order to attain these objectives, Heller sug-
gested that the preparation program should include: semes-
ter projects as part of classwork, extensive use of resource
persons, case studies, seminars in educational problems,
simulated materials, participation of students in school
surveys, group research projects, field experiences, theses,
and dissertations.[1]

Heller agreed with other educators about school
being not only a social institution, but also a social entity
in its own right, with its own strata, processes, conflicts,
needs, and purposes. If so, he stated that significant
courses in the social and behavioral sciences can be in-
cluded in the preparation program of prospective adminis-
trators.[2]

He emphasized that the course listings must be based
upon the purposes established by the university. If this
is not done, confusion in the mind of the student will
plague the output.

To Heller, a typical administrator preparation pro-
gram on the doctorate level includes: the depth area which
includes basic courses in administration and supervision,
school law and government, financial and business manage-
ment problems in education, leadership and policy-making,
seminars and field experiences; collateral areas which

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[1]Ibid., p. 26.

[2]Ibid., pp. 29-30.

include courses in educational psychology and measurement,
curriculum and instruction, guidance and counseling, and
social, philosophical, and historical foundations; inter-
disciplinary courses which include public administration,
public finance, law, community relations, anthropology,
sociology, politics, psychology, industrial relations,
urban studies, business management, and approved electives.[1]
He added that in an increasing number of universities a
practicum in administration and/or an internship is of-
fered as an integral part of the preparation program.

The AASA Study

According to a study conducted by the American
Association of School Administrators certain courses are
required and/or recommended for the preparation of school
administrators. These courses include organization and
administration, curriculum, supervision, school finance,
social foundations (including philosophy of education),
school law, research, psychological foundations (including
human growth and development), school plant, and staff and
pupil personnel.[2]

In the same study, it was stated that the administrator-
to-be should be prepared to handle the technical aspects of
his job effectively and efficiently. This study identified

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[1]Ibid., pp. 29-30.

[2]American Association of School Administrators,
Professional Administrators for America's Schools, p. 66.

certain major skills needed by educational administrators.
These skills are technical skills, human skills, and con-
ceptual skills.[1]

Technical skills were defined as:

> ...need to insist on proficiency in such perform-
> ance as organizing instructional programs, shielding
> classes, accounting for money, procuring supplies,
> making budgets, projecting enrollments, assisting
> (or finidng assistance for) teachers with specific
> instructional problems, and money orders.[2]

It has been claimed that as new responsibilities
has been placed upon the schools, the list of needed tech-
nical proficiencies has grown constantly.

Human skills were a high priority in preparatory pro-
grams for educational administrators in the 1960's. The
reason for this was that since school administrators work
with people, they should understand them, and know how to
communicate and cooperate with them. Concerning the human
skills, the following is stated by AASA:

> ...in most respects a more difficult, category
> of proficiencies to develop in a preparation pro-
> gram is that of the human skills. The crucial task
> of the school administrator is that of helping peo-
> ple to make good decisions. The well-prepared school
> administrator, then, not only must understand people
> and how they work and live and get along together;
> he also must be able to use that understanding in
> getting the best out of people, individually and in
> groups.[3]

Conceptual skills were defined as developing and
understanding of overall objectives, situations, trends,

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[1]Ibid., p. 175-177.

[2]Ibid., p. 175.

[3]Ibid., p. 176.

and demands of children, school, and society. These skills
have long been emphasized in preparation programs for school
administrators. Technical and human skills cannot make an
administrator efficient; they should be incorporated with
conceptual skills. In this regard AASA stated that:

> The school administrator who is proficient in
> both the human and the technical skills could still
> fail if he is deficient in a third category, the
> conceptual skills. Well-developed conceputal skills
> enable one to see the totality of an enterprise as
> well as its parts, to grasp the interrelationships
> among the elements in a complex situation, and to
> establish and maintain the delicate balance that
> fosters both unity and diversity in an organization.
> The conceptual skills become relatively more import-
> ant to an individual as he ascends the hierarchical
> ladder to the superintendency.[1]

The major needs which should be met by preparation
programs as related to conceptual skills are knowledge
in curriculum and in all of the services required in a
program of modern education, understanding of the social
order in which schools operate and the psychological make-
up of the children, youth, and adults, and a strong and
consistent philosophical basis for action.

To develop a minimum level of adequacy in tech-
nical, human, and conceptual skills of prospective educa-
tional administrators, AASA identified three character-
istics which should be included in the program. They are:

> (1) At least two years of graduate study would
> be necessary, assuming that the individual already

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[1]Ibid.

has strong undergraduate foundations in the social
sciences, the natural and physical sciences, the
communication arts, philosophy, and one or more
of the fine arts. (2) The program would be designed
for individuals who have been discriminatingly
selected. (3) The necessary resources, both human
and material, would include a strong faculty with
demonstrated competencies in scholarly pursuits,
in teaching, and in the practice of educational
administration, together with adequate libraries,
laboratories, materials centers, and space for
classroom and offices.[1]

AASA proposed a program of preparation for recruitees

consisting one semester of work selected from cognate dis-

ciplines, and three other phases of work. Cognitive fields

were considered as a foundation of preparation upon which

the three-phase program in educatinal administration is

built. A 15 semester hours of work selected from related

disciplines was suggested for this part of program.[2]

After completion of the cognate work and meeting

the other requirements for admission (e.g. minimum desired

score on the Aptitude Test of the Graduate Record Examina-

tion), the students should be enrolled for the first phase,

the admission core. Many purposes were identified for this

phase of program, including the following:

> To get a large amount of information about the
> student including sociometric, situational, and
> psychometric test data, not only for the student's
> own benefit but also for the use of the department
> in helping the student or in advising him to drop
> out of the program;

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[1]Ibid.

[2]Ibid., p. 179.

to expose the student to the content of the
field educational administration through a large
number of experiences encompassing all of the
major areas of responsibility, with particular
emphasis on the principalship;

to develop the capacity for leadership in
each individual by freeing the Core group to plan,
organize, and execute its own learning experiences,
with faculty members serving in a consultative
capacity;

to provide a learning laboratory in human re-
lations, where the difficult lessons of group
processes can be learned in a realistic setting;

to develop in each student the habits and
attitudes that will lead to in-service growth;

to improve abilities in the location, inter-
pretation, evaluation, and application of pertinent
research evidence on educational problems; and

to help the student to make progress toward
developing for himself a consistent philosophy
of life embracing a consistent philosophy of
educational administration.[1]

In this phase, the strengths and weaknesses of

the participants should be identified. Although the stu-

dents are admitted to the program before the start of this

phase, it is in the admission core that much of the screen-

ing should take place.

Comprehensive community study is the major purpose

of the admission core. More specifically, the following

are the main areas that should be covered:

...gathering and analyzing of all pertinent
data on the community's historical background,
geographical features, economic life, political

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[1]Ibid., p. 180.

life, recreational facilities, power structures,
religious and ethical influences, formal organ-
izations and informal associations, provisions
for education, and other aspects of community life.[1]

Advanced studies is the subject of the second phase
of the preparation program in which the content and pro-
cesses of job for school administrators are offered.
This phase of the program consists of 18-21 semester hours
of work. It was suggested that the requirement of one con-
tinuous academic year of residence study should be during
this part of the program.[2] Some of the content areas
mentioned for this phase of the preparation program were:

Administrative skills -- "Accounting for funds;
making budgets; leading discussions; organization programs;
studying the community; interviewing applicants; and ex-
plaining ideas to a group."[3]

Instruction -- Students should be given a thorough
grounding in the processes of formulating objectives, build-
ing curricula, improving instruction, and evaluating out-
comes. It was also stated that students, later in the pro-
cess of on-the-job learning, will be involved in the realities
of the field of education.

Group processes -- This trend is based upon the
belief that successful school administration is largely a
matter of working effectively with groups. Through intimate

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[1]Ibid.

[2]Ibid., p. 183.

[3]Ibid., p. 183.

contact with an aggregation of individuals, students be-
come thoroughly aware of the meaning of the term "group".
Repeated use of techniques such as role playing, brain-
storming, and demonstrations, which are followed by a study
of the process itself, students should become acquainted
with this vital element of administration.[1]

The community -- As mentioned earlier, much of the
content of the admission core is organized around the com-
munity study. Regarding this element of study, the fol-
lowing was stated:

> By using an actual community as the subject of
> intensive study, the Core group gets firsthand con-
> tact with the realities of socioeconomic class and
> caste, power structure, formal organizations and
> informal associations, communication networks (for-
> mal and informal), and role expectations, as well
> as with the relationships among these variables and
> the behavior and opinions of people.[2]

Decision making -- It was stated that good adminis-
tration is a process of getting good decisions made. The
process of decision making is defined as the process of
problem solving, which involves defining the problem,
gathering information, setting forth the various possible
solutions and testing each one, selecting the best solu-
tion, putting it into effect, and then evaluating it.[3]
This practice is secured through:

> ...the way the admission Core and certain other
> courses are organized, with the students being
> responsible for making most of the decisions and

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[1]Ibid.

[2]Ibid., p. 184.   [3]Ibid.

studying the results, and through such decision-centered activities as case discussions, in-basket exercises, and on-the-job learning.[1]

Human relations -- Preparation program should teach the students that success in school administration includes success in working with people. Concerning the human relations as part of the program, it was stated:

> By the time a student has completed his preparation, he is thoroughly familiar with motivation and the way atmosphere and incentives operate to affect the performance of school personnel. He understands morale and how it is affected by different patterns of administrative behavior. He recognizes the futility of attempting to influence the behavior of other people without considering differences in perceptions of roles, problems, and many other phenomena. He knows about the problems of communication and has spent much time in the study and practice of the communication arts. He understands authority, its delegation, and its use in a democratic organization.[2]

Theory -- Theory was considered important to the study and practice of education. According to this study, the attempt should be first to develop clear understanding of the meaning of the term theory, and then to set out to equip students with good theory--not a particular theory but various complementary systems that generate inquiry and provide sound frameworks for approaching problems.[3]

It should be pointed out that traditional contents of preparation programs such as budgets, bonds, buses, buidlings, and the like are not neglected in this proposed

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[1] Ibid.

[2] Ibid., pp. 184-185.

[3] Ibid.

program, but are approached through contacts with "live" situations such as field studies and surveys.[1]

The third major phase of this preparation program should take place in the field. Under this phase, the student should be placed in a school system under a capable superintendent or other administrator who is responsible for guiding him through a series of experiences representing all major aspects of the job to be learned. A supervising professor should have responsiblity for placing the interns, orienting the sponsoring administrators, overseeing the day-to-day activities, and holding a weekly seminar for the interns.[2]

As stated in the proposed model, at the conclusion of the internship or apprenticeship, the candidate will be ready for an administrative assignment. The university placement office should work closely with the department of educational administration in an attempt to find the positions that most closely fits the competencies of each individual seeking employement. This preparation model is summarized in Figure I.[3]

The Advancement of Administration Model

The Committee for the Advancement of School Administration developed a general guide to the preparation of school administrators. This guide was adopted by the

[1]Ibid., p. 186.

[2]Ibid., p. 186.   [3]Ibid.

9 Semester Hours	ON THE JOB LEARNING	Phase III
6-9 Semester Hours	PREPARATION FOR SPECIFIC POSITIONS	
18-21 Semester Hours	ADVANCED STUDIES	Phase II
9 Semester Hours	ADMISSION CORE	Phase I
15 Semester Hours	FOUNDATION WORK IN COGNATE FIELDS	

Figure 1. Proposed Program of Preparation: The State U Program.

National Council for the Accreditation of Teacher Educa-
tion as one of its accreditation instruments. Based on
the information given on this guideline, the Council de-
termined whether the instituion applying for accreditation
of administrator education programs met the general stand-
ards. This guide is summarized as the following:

Objectives -- A statement of special objectives
related to the program of administrator preparation. These
guidelines should serve as a basis for appraisal of the
program and should include the institution's philosophy of
service to the field.[1]

Organization and Administration -- Organizational
structure for the control of the program for the prepara-
tion of school administrators, and its difference (if any)
from the control of other graduate programs within the
institution; policies may be determined by the department;
school, or college of education; the extent of policy deter-
mination for the preparation of school administrators by
an outside agency such as the state department of education
or professional associations of school administrators.[2]

Student personnel -- Statement of plan used in the
recruitment of students for school administration; descrip-
tion of recruitment materials available to prospective stu-
dents which represent requirements for admission, program

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[1]Ibid., p. 198.

[2]Hollis A. Moore, Jr., Studies in School Administra-
tion (Washington, D. C.: AASA, 1958), pp. 198-199.

description, and requirements for completion; the manner
through which the judgement of practicing administrators
with reference to the promise of prospective students
is secured; standards of admission to curricula which in-
clude titles and uses of standardized tests, established
procedures for admission of students, what is done for
promising candidates who have limited background in liberal
arts, pre-requisite for admission for curricula, and physi-
cal, intellectual, and emotional standards; description of
the advisory plan used; placement and follow-up services.[1]

Faculty -- Clarity of assignments of all persons
who teach courses or supervise theses or dissertations;
list of the faculty members and their background qualifying
them to teach and supervise in the areas of community re-
lationships, instructional leadership and supervision, per-
sonnel administration, business management and school law,
administrative processes, and research procedures; prac-
tical experience of each of the faculty members; the ex-
tent of availability of faculty members to each student in
the areas of social and psychological sciences; adequacy
of salary paid to full-time professors to secure well-
qualified personnel and a comparison of faculty members
salary and salaries of top-level school administrators; the
extent of contact kept by the faculty members with the

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[1]Ibid.

field; in-service growth of the faculty members and their
sabbatical leave policies.[1]

Curricula and professional laboratory experiences --
Job definition in school administration and the prepara-
tion program which leads to each of these jobs; the prepara-
tion program which include core of common courses,
specialized administration courses, other required educa-
tion courses, courses other than professional edcuation,
field projects, and internship; list of activities out-
side of the regular classes; internship program which in-
clude criteria for admission to internship, number of
interns each academic year, student's time consumed by
internship, amount of credit allowed, kind of activities,
relationship of internship to rest of program, alloca-
tion of responsibility for internship supervision, and the
function of sponsoring administrators; methods and materials
used in teaching educational administration, including case
materials, audio-visual aids, and other techniques; the
process whereby the administration curricula are revised
and evaluated; the policies related to the amount of credit
per academic year a person may earn who is employed full-
time as a teacher or administrator, amount of work that
must be in full-time residence for each advanced degree
offered, and whether a thesis or a dissertation is required;

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[1]Ibid., p. 200.

the role of the undergraduate background of the candidate

in planning his curriculum; description of the in-service

education offerings of practicing administrators; the

instituion must be prepared to submit evidence that it

has high standards of scholarship and achievement for all

students in the program.[1]

Facilities -- Approximate amount spent each year

for library materials for graduate work in school adminis-

tration; provision for study and research by graduate stu-

dents such as library previleges and special study room;

facilities available for laboratory work; arrangement

with schools for use as laboratory centers; portion of

available research funds that is used for research in

school administration.[2]

The SSCPEA Approach to the Preparation of School Administrators

Until about the middle of the century, no signifi-

cant research had been done related to the qualities

needed in school administration. The Southern States

Cooperative Program in Educational Administration (SSCPEA)

undertook an analysis of this approach and developed the

concept of competency. Competency, to SSCPEA, is con-

stituted of three parts: theory, job, and educational

know-how. Theory, in the context of competency, means

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[1]Ibid

[2]Ibid.

a set of postulates which explain particular phenomena made plausible by evidence of facts or reasoning. Secondly, there must be competency to accomplish any particular job. In other words, each job makes a special demand on the person who fills it. Third, competency must be expressed in personal behavior which is a composite of beliefs, knowledge and information, and technical skills.[1]

A study of the literature conducted by SSCPAE, revealed 219 competencies for school administrators. After editing, combining, and synthesizing, the original number of competencies were reduced to 58. These 58 competencies, which may serve a s guide to preparation program for educational administrators explain the presence of circumstance in each administrative situation.[2] They are:

1. Providing for group planning and decisions.
2. Formulating policy plans for improvement.
3. Organizing lay and professional groups for participation in educational planning and other educational activities.
4. Delegating responsibilities and authority.
5. Developing competency in human relations.
6. Providing for curriculum development.
7. Organizing school and community surveys.
8. Setting up procedures for the selection of personnel.
9. Appraising the operation of your school.
10. Determining the salaries of the staff.
11. Planning personal growth.
12. Developing competencies in communication.
13. Developing a favorable environment for the staff.
14. Securing understanding and support for the school program.
15. Choosing pertinent problems for study from your own school system.

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[1]M. Chester Nolte, An Introduction to School Administration, Selected Readings (New York: The Macmillan Company, 1966), p. 146.

[2]Ibid.

16. Promoting staff growth through staff meetings.
17. Providing instructional leadership.
18. Planning the school building with the architect, staff, students, and laymen.
19. Preparing the budget for the school district.
20. Learning the principles of problem solving and decision-making.
21. Aiding the school board member to distinguish between policy and executive functions.
22. Developing the school as a community center.
23. Providing for the efficient operation and maintenance of plant facilities.
24. Conducting and utilizing research concerning educational problems of the school and community.
25. Developing good budgeting procedures.
26. Developing an effective plan of formal organization.
27. Promoting staff growth participation in professional organizations.
28. Improving school and community relations through staff participation in community activities.
29. Improving staff morale through assignment.
30. Improving staff morale through retirement provisions.
31. Promoting staff growth through in-service training.
32. Providing for adult education.
33. Providing a system of financial accounting for the district.
34. Employing community resources in the instructional process.
35. Determining the educational requirements of the new building.
36. Providing for student participation in developing the educational program.
37. Helping each staff member to study his position.
38. Developing a working knowledge of the school law.
39. Preparing school report to present to the board, staff, and community.
40. Providing opportunity for all children through the curriculum.
41. Improving staff morale through sick leave provisions.
42. Administering the budget of your school district.
43. Setting up businesslike procedures for supply and equipment procurement.
44. Developing procedures for reporting to parents.
45. Alerting the community to the importance of the buidling program.
46. Providing on-the-job training for non-teaching staff.
47. Assuring the greatest educational return for the supply and equipment dollar.

48. Measuring the financial ability of the
    school district to pay for education.
49. Storing and distributing supplies.
50. Determining the amount of coverage for
    insurance.
51. Financing capital outlay.
52. Cooperating with persons and agencies re-
    lated to child welfare and attendance.
53. Providing guidance services for all children.
54. Keeping records.
55. Analyzing the expenditures of the school
    district.
56. Determining the level of bus services to
    be made available to the district.
57. Developing a system of staff personnel records.
58. Providing pupil cumulative records.[1]

Competency-based programs to prepare educational

administrators have posed many arguments among their oppon-

ents and proponents. In fact, this approach of preparing

school administrators is a deviation from the preparation

programs which put too much emphasis upon theories of

administration, organization, and human relations. Of

course, this does not necessarily mean that in competency-

based program of preparation theory and human relations

should be neglected. Kerr and Craigmile, in an article

replying to Richard Andrews's attack concerning the assump-

tions of competency-based programs, stated that:

> ...preparatory programs for educational adminis-
> trators have been adaptive enough to retain desir-
> able training program components as we have moved
> through various period of influence. Even though
> the emphasis in the last two or so decades have
> been on theories of administration and organization,
> we have retained many attributes of the prior human
> ratinalist movement. Now that we appear to be on
> the threshold of yet another period of emphasis

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[1]Ibid., pp. 147-148.

it is inconceivable that we would discard entirely benefits derived from a theoretical approach.[1]

Meanwhile, many opponents of competency-based preparation program believe that conceptual skill, which should be of great significance in preparation program, is almost neglected in this approach. Richard Andrews stated that:

> Seemingly, we have accepted the notion that what constitutes competency in any educational situation is only that which is observable, demonstrable, and objectively defined. Finally, we are conveying the belief that the most competent administrator is the one who concentrates solely on displaying a variety of technical skills without regard for the conceptual or the situational context. For example, analysis of McCleary's 70 competency statements for the principalship into technical, conceptual, and human skill categories reveals: 53 technical, 12 human, 4 conceptual/technical, and only 1 conceptual skill.[2]

Lindop identified certain major competencies under technical skill. They are:

Competence in some field -- The person who has no knowledge of the business in which he is engaged may make a good first impression, and obtain a high position, but he will seldom last on the job. Such a person will never be respected by those who work with him. To Lindop, the surest way to win respect and to obtain permanent advance to positons of leadership is a sound functional competence

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[1] Kerr and Craigmile, "Antidotes for Lethal Assumptions About Competency Based Programs to Prepare Educational Administrators," A reply to Richard Andrews Columbus, Ohio: UCEA Review, Vol. XVI, No. 1 (September 1974), p. 18.

[2] Richard L. Andrews, "No!" Says Andrews, UCEA Review, Vol. XVI, No. 1 (September 1974), p. 18.

on which one can build toward mastery in the field of chosen work.[1]

Teaching skill -- Much of the work of the leader involves teaching and instruction of those under him, or those who follow his guidance. This skill is defined as the ability to work with others, ability to get ideas across to them, ability to arouse their interest and enthusiasm.

Ability to obtain cooperation -- To define this competency, Lindop stated:

> You may have the finest plans and ideas in the world, goals which nobody would question, and all sorts of energy, enthusiasm, and confidence--but if you cannot get others to work with you, to cooper- ate with your plans, you will be the commanding officer in any army of one.[2]

Ability to organize, to delegate responsibility, and to make others feel important are the key factors through which the leader can get others to work with him. The easy- going individual who is unable to organize and delegate responsibility and authority will never accomplish as much as he could with a little organization.

Ability to express one's ideas clearly in speech and writing is another factor through which the leader can use communication tools to reach those who lead. Few great leaders have lacked the ability to express themselves clearly in speech or writing, or both.[3]

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[1]Nolte, An Introduction to School Administration, Selected Readings, p. 151.

[2]Ibid.

[3]Ibid., pp. 151-152.

General Literature Regarding Preparation Programs

Ostrander and Dethy put a great emphasis on the
totality of administration. They believed that what is
needed by prospective and functioning administrators is
a way looking at the world of administration - the panorama,
the totality.[1] Regarding the success of the administrator,
they sketched a tri-dimensional concept -- the adminis-
trator, his job, and the setting - and the extent to which
there is agreement among these three dimensions. This
concept is a model which indicates the quality of inter-
relationships as well as the quality of each dimension
are all influential in determining the administrator's
perspective.

Ostrander and Dethy supported Katz's concept of
technical, human, and conceptual skills required by the
administrator. Another picture of these three skills can
be found in the Goldman's list of competencies needed by
the administrator. These competencies are:

> Understanding the teaching and learning process
> and being able to contribute to its development;
> understanding school organization and being able
> to lead and coordinate the activities of the highly
> trained professional personnel who comprise this
> organization; understanding the nature and the
> composition of the local school-community and being
> able to maintain satisfactory relationships between
> the school and its many community groups; under-
> standing the technical aspects of school adminis-
> tration (e.g., school building maintenance, manage-
> ment functions and the like) and being able to obtain

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[1]Raymond H. Ostrander and Ray Dethy, A Values
Approach to Educational Administration (New York: American
Book Company, 1968), pp. 381-390.

and allocate resources in an effective and efficient manner; understanding the change process and being able to bring about necessary and appropriate changes in school and society; understanding various cultures and being able to plan and implement pro-grams which will meet the unique needs of each cul-ture in the school; understanding and being able to use the findings of relevant research.[1]

To Ostrander and Dethy, technical, human, and con-ceptual skills help the administrator to view the organiza-tion as a totality, including the development of ability to perceive and understand the interrelationships among the various sub-units of the total organization.[2] They recognized more importance to the conceptual skills by expressing "...conceptualization implies a state of per-ceiving and understanding the interrelationship among parts."[3]

Regarding the conceptual skills as related to the problem areas they stated:

> ...When the magnitude of the problem of helping the administrator to develop the conceputal view is understood, it also becomes apparent that a kind of dialogue is necessary between the administrator and his potential alternative choice. In other words, when the administrator with his own set of values contemplates acting in a certian way in sub-area 1, he must engage in an internalized dialogue to deter-mine the impact, if any, that this proposed action in area 1 will have on sub-areas 2, 3, 4, etc. This concept of administration makes the task of each administrator unique because of what he brings to his position and because of the number and kind of complexities that surround him.[4]

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[1]Ibid., p. 391.

[2]Ibid.

[3]Ibid., p. 396.

[4]Ibid.

To help the prospective or practicing educational administrator to develop his own level of conceptual ability, Ostrander and Dethy developed a grid. They identified certain assumptions for this grid that support its validity. They are:

> That each administrator is unique and different because of his own value-set and perceptions; that each environment of the administrator is different and unique; and, that there are at least six (6) interrelated factors that exist in all social organizations.[1]

> The terms used in the grid are defined as:

> Values -- a set of predesignated choice criteria which influences all subsequent choices.

> Goals and Objectives -- the accomplishments that are expected of the schools on a general to specific continuum.

> Settings -- the environments that support the public school--social, economic and political.

> Organizations -- methods of relating people to one another to achieve common goals.

> Roles -- positions that are sub-units of an institution, the sum of which is expected to achieve organizational goals.

> People -- the human element of organizations who occupy roles and who have values.[2]

As shown in the gird, any of six elements can be seen in both universal (vertical) dimension and specific (horizontal) dimension. The basic difference is "Universality" of the elements in one dimension and "specifity"

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[1]Ibid., p. 398.

[2]Ibid.
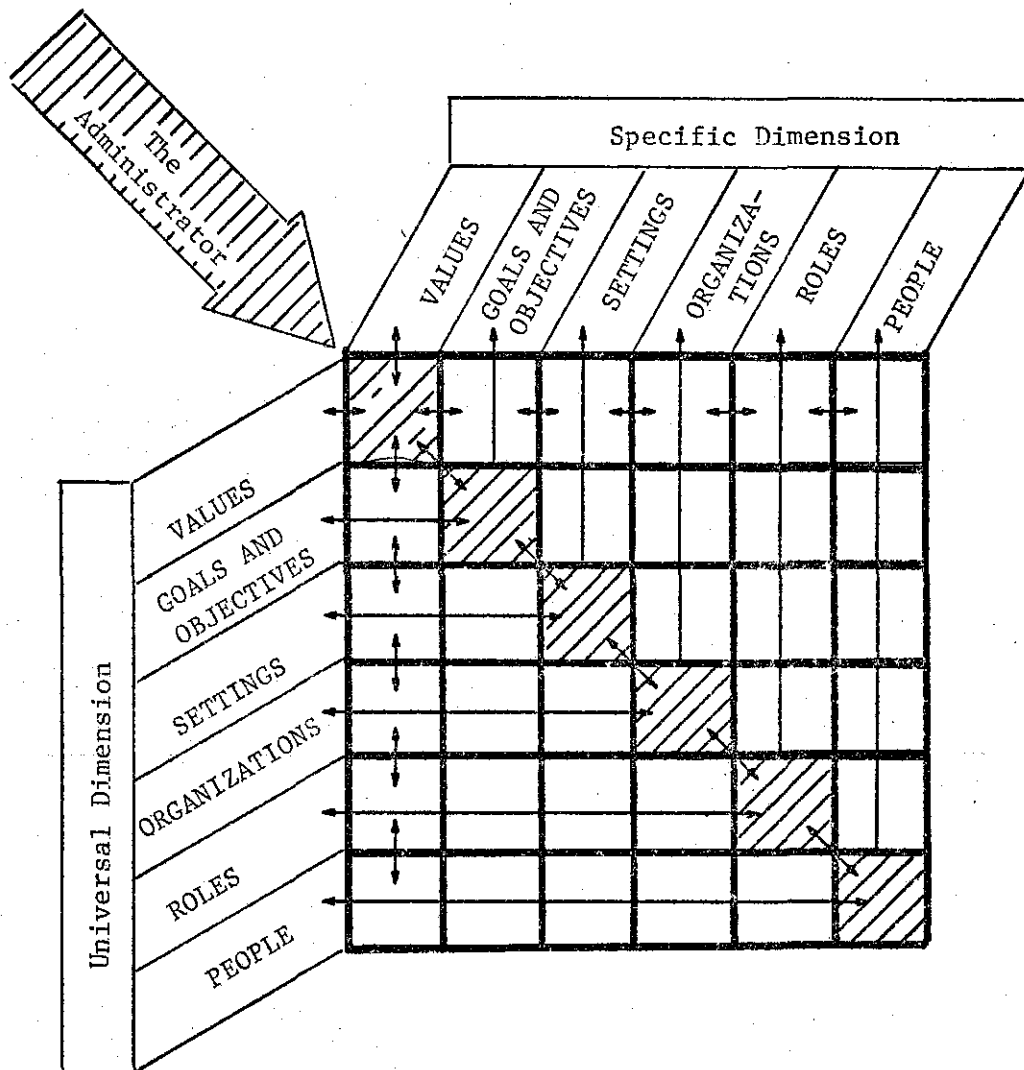
Figure II. Educational Administration—A Panorama. (A
          Grid to depict the development of the Educa-
          tional Administrator's Conceptual Skill.[1])

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[1]Ibid.

in the other. To define more clearly, the following was stated by the authors:

> In the one marked "values" would be knowledge about the moral and ethical characteristics of man, the cultural and social habits of man and psychological and emotional factors that influence values and value formation. In the figurative bin marked "Goals and Objectives" would be all of the positions and purposes that have been esposed regarding the role and purposes of education. In the one marked "Settings" should be found knowledge from the social sciences about the economic, social and political environments and forces that impinge upon education. "Organizations" in the "Universal Dimension" includes all of the available knowledge about organizational theory and beahvior, kinds of organizational structures and all other pertinent material. Into the "Roles" category is placed content which describes roles, role theory material and descriptions of all conceivable positions and other related role position and job data. Knowledge about people fills the last receptacle. Anthropology, sociology, human relations, and other appropriate knowledge about the human being is included as part of this element.[1]

The "Sepcific Dimension" deals with a single, defined situation as stated in the following:

> Specific goals and objectives have been stated for education at the group's level of interaction (this can be the school attendance area, school system, state or even federal level of interaction). The setting includes limited social, political and economic forces that have grown out of the values that the particular group of people hold. A specific orgnaization exists within the setting to achieve the goals and objectives that have grown out of the values the people hold. Specific and carefully delineated roles are structured to complete the organizational structure that exists in a given setting to achieve certain goals born out of the people's and benefits.[2]

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[1]Ibid.

[2]Ibid., p. 399.

The diagonal shaded boxes in the grid symbolize the level and extent of knowledge, experience, values, opinions, and perceptions a prospective or actual educational administrator has about each element.

If the nature of all six elements in the grid (both universality and specificity) is taken into consideration, one can easily conclude that a prospective administrator cannot be prepared once (e.g. in a two or three years of training term) and accomplish his administrative job effectively for ever. The most obvious reason is that all elements -- values, goals, settings, organizations, roles, people -- are subject to change. Therefore, in-service up-dating of educational administrators should not be neglected.

One of the great values attached to this grid is that, in addition to the dimensional relationships, the elements are themselves interrelated. That is, in the taxonomy from top down, values give rise to goals which help determine the setting which is the environment for organization which is made up of roles which are enacted by people.

Viewing the grid from another point of view, the authors summarized:

> The administrator starts with his perception, regardless of how limited or inclusive they may be. They include both perceptions about the individual elements as well as perceptions about the relationsips among the elements. Through formal education (the universal dimension) and experience (the specific dimension), he can clarify and refine his initial perceptions. In this process,

his behavior can make a difference in the specific
situation in which he works and he may also contri-
bute to new knowledge, and the interaction cycle
can begin again. Thus, no man can ever consider
his education or experience patterns completed. The
committed educational administrator will continuously
seek new insight to enable him to provide increasingly
effective leadership.[1]

Walton, in his article "The Education of Educational
Administrators",[2] stated that administration has long
been one of the great practical arts. But today, he be-
lieved, the complexity of social organization with its
urgent demands for administration, and the modern faith
in formal study as a means for the improvement of practice
are responsible for efforts to transform this common sense
activity into a scinece or a leanred art. In attempting
to transform the practical art of administration into a
profession, a science, or a learned art, Walton set forth
two major guidelines for the selection and organization
of the curriculum. They are: (1) the duties and responsi-
bilities of the administrator, and (2) the amount and qual-
ity of the academic subject matter available. Concerning
the first guideline, he suggested that the duties and
responsibilities of the school administrator, should be
determined by job analysis. He also believed that the
administrator "...is expected to provide stability and
balance in the educational system and to ensure the accom-
plishment of the accepted objectives of the schools."[3]

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[1]Ibid., p. 402.

[2]Culbertson and Hencley, _Preparing Administrators:
New Perspectives_, pp. 89-91.

[3]Ibid., p. 91.

Concerning the second guidline, he emphasized that the classes and seminars should be organized around topics for which there is enough respectable academic knowledge to justify such activity.[1]

Walton recommended that liberal education should be considered as a pre-requisite to the formal education for the prospective educational administrator. He stated: "All educational administrators above the clerical class, should have a broad, liberal education, for which four years of undergraduate work is not too much."[2] To justify his view regarding the importance of liberal education, he stated:

> ...we are justified in believing that a broad educational background in the humanities, the social sciences, and the sciences will provide perspective for the administrator in all organizations and particularly in those devoted to public service. He should have superb training in the English Language; he should know a great deal about the social sciences; he should be aware of the nature and force of the natural sciences; and he should know how intelligent men have dealt with, and can deal, with the persistent problems of justice and value.[3]

For the education of prospective school administrators, Walton proposed the following curriculum:

Social Sciences -- A few, perhaps no more than three, semester seminars in the social sciences. They will include government, public fianance, and social organization. The

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[1]Ibid.

[2]Ibid.

[3]Ibid.

purpose of these subject areas are an attempt to provide

the prospective administrator, who is assumed to be an

intelligent, well-educated college graduate, with the

information about the basic problems, and a general know-

ledge of the relevence of these disciplines for adminis-

tration. It was recommended that the academic quality of

these areas should be determined by the kind of subject

matter that is introduced and by the intellectual level of

those who deal with it.[1]

Seminar in administration -- A year-long seminar

in administration was recommended by Walton. For this

area of study, he stated:

> This seminar should deal with such diverse
> matters as the use of computers and the use of
> power. A general knowledge of the former
> seems essential for the administrator today,
> to say nothing of the one of tomorrow; and the
> latter has been a problem since government began.
> Perhaps the great literature in which the use of
> power has been described offers greater insights
> than the research in the modern behavioral
> sciences.[2]

More specifically, the subject matters recommended

can be: selected readings from literature and philosophy;

literature in the theory of administration; comparative

administration; management; psychology of groups; social

role of administration; the validation of value judgements.

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[1]Ibid., p. 97.

[2]Ibid., p. 98.

The government of education -- A semester seminar

for the government of education was recommended.   In this

seminar such matters as the organization of education in

the United States, school law, and comparative studies in

educational systems will comprise the subject matter.[1]

Literature on education -- A year-long seminar

in the literature on education was proposed.   The purpose

stated for this seminar was:

> This literature should be selected to produce
> "the generalist" in education.   It is unrealistic
> to expect the educational administrator to be an
> authority or a specialist in all aspects of educa-
> tion.   He must, in his decision-making, rely on
> the counsel of specialists and experts.   But he
> should know something about the development of
> education in modern societies; he should be aware
> of the great educational problems and issues and
> answers that men have given; he should be familiar
> with the main outlines and results of the research
> literature of modern education.[2]

The foregoing suggestions for preparing educational

administrators can be summarized as: a four-year under-

graduate backgorund as a pre-requisite for entering

into the program of preparation; one year in preparation

for teaching (for those who are expected to teach before

entering administration) again as a pre-requisite; two

years advanced study for administration.   The first year

of the advanced study was suggested to be not more than the

equivalent of twenty-four semester hours.   During the

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[1]Ibid.

[2]Ibid.

second year of preparation program the student should be engaged in more practical pursuits, either as an intern in educational administration, or in the completion of projects designed to solve practical problems. In both cases the student should be under the direction of practical men whose experience would be of more value than the knowledge of the academician, although the latter should continue to be responsible for scholarly information and research methods.[1]

Reller, in his article "A Comprehensive Program for the Preparation of Administrators" stated that school administrators need a high level of competency in knowledge, technical skills, conceptual ability, and human (leadership) skills.[2] He specified these areas as the following:

> The changing world and the forces at work in it.
> Culture and education in societies other than his own-with strength in at least one other.
> Historical and philosophical backgrounds and sociological conditions of his own society.
> The local community, its composition, and the forces at work in it; community organization, how various institutions may cooperate in their efforts.
> Human growth and development.
> The processes of education.
> The organization and functioning of formal education and its relation to informal.
> Large-scale organization, theory and practice of administrative organization, structure, functioning in general (i.e., in other selected areas) and in education in particular.
> The behavioral sciences and their contribution to an understanding both of the individual and of groups (large and small, leadership, power, authority, motivation, change.

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[1]Ibid., p. 99.   [2]Ibid., p. 109.

The character and potentialities of research; research
design, administration, and utilization as applied to
a wide variety of issues in education and related
areas.[1]

The program of study, Reller suggested, should have

five characteristics. The first characteristic is the core

program. This core program would be directed to the achieve-

ment of those knowledge, understandings, and abilities which

are essential to effective administration in any area.

Courses in this area are dispersed in a number of disciplines.

The core program should constitute 40 to 50 percent of the

program during the first year of preparation. During the

first year attention should be given especially to matters

such as: basic values, cultural change, theory of adminis-

tration, organizational structure, large and small groups,

leadership, the role of the expert, the structure of

societies (community, school, state), government, change,

decision-making, communication. The remaining part of the

core program should be covered during the second year of

preparation which will comprise basic knowledges drawn

from the behavioral sciences.[2] Regarding the core pro-

gram, Reller stated "As a result of this part of the pro-

gram, all students should have a thorough knowledge of the

contribution of various disciplines which relate to admin-

istration."[3]

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[1]Ibid., p. 110.

[2]Ibid., p. 114.

[3]Ibid., p. 115.

The second characteristic, area study, is designed to broaden the students' understanding of their own and other societies and values as a base for working with them. Concerning this area study, Reller stated:

> Provision would be made for each student to develop knowledge and understanding of an "area". An "area" would generally be regarded as one (or more) of the newly developing countries. If in the case of any student more than one country is involved, the countries would be selected because of cultural similarity and geographical proximity. "Area training" suggests an exposure to the total context of the area concerned. Generally the student would study political science, sociology, education, community development, and anthropology concerned with the area in question.[1]

This part of the program should be accomplished largely during the first year of preparation. For foreign students, it is suggested, the program should be fulfilled in countries such as: Puerto Rico, Jamaica, Mexico, and a special area or group in the United States.

The third characteristic, specialization, includes comprehensive knowledge of education and an understanding of those aspects of administration and skills which are unique to education. Courses related to this area should be selected from among the offerings of the other departments of the school of education. It was suggested that the foreign students should generally select from a somewhat broader fields in light of their special needs. Concerning the area of specialization, Reller stated:

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[1]Ibid.

> Work in the area of specialization would extend
> throughout the duration of the program. Course work
> would be pursued in the first and second years with
> the third year devoted considerably to research.
> The amount of course work done in the special area
> would vary considerably in light of the previous
> study and experience of the student. It would in
> all cases be a minimum of one year's work or the
> equivalent.[1]

Research, as the fourth characteristic, should be concentrated on problem of administration and related matters. During the second year of the preparation program, basic knowledge and skills essential in planning and conducting research should be emphasized. The third year should be largely devoted to research. Concerning the foreign students in the preparation program, it was stipulated that research should be conducted on problems pertaining to education and related services in developing countries. Comprehensive group research projects for most of the students was recommended.

The fifth characteristic is related to the internship or directed experience. Three types of internship experience is suggested for all students. The first is specially designed for those who have no previous experience in a school other than as a student. In this case the student should be provided with a wide variety of experiences with limited time devoted to any one specific area. The student would move from one of these experiences to another when he felt he had gotten an adequate understanding of it.

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[1]Ibid., p. 116.

The second type of directed experience is focused on the development of the human skills which are so essential for educational administrators. Skills related to this type of internship can be developed through working with others, working as a member of a research group, taking leadership of group in various situations, and other approaches of the same nature.

The third and most important type of directed experience would be that following the completion of the formal program. This part of the program should extend over one or two years. It was suggested that during this period the student should be a full-time employee of a school system or other agency with responsibility for a research or in-service development project.[1]

Reller pointed out that the success of the program would be greatly affected by the quality of men who enter it as well as by the competency of the special staff selected to direct it. Concerning the staff, he proposed:

> The special staff would consist of a director who had training and experience in educational administration. He would be assisted by three staff members who would be selected respectively from three of the behavioral sciences heavily involved in the core. In the second year a research design specialist and a member responsible for planning and directing area and field experience would be added. These six would devote their full time to the development of the program and to carrying it through.[2]

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[1]Ibid., pp. 117-118.

[2]Ibid., p. 118.

Snyder believed that future educational adminis-
trators might need a preparation basically different in
kind from that of their predecessors. He cited the fol-
lowing as some of the reasons of this difference:

The likelihood that the next major push in curriculum
change will come in the social sciences.

The rapid evolution of new teaching technologies,
with particular emphasis on such developments as
computer-aided instruction.

The increasing restiveness of teachers, manifest
in their desire to be included in decision-making
which affects the whole educational enterprise, a
development which foreshadows increased collec-
tive bargaining.

The belated recognition of the student as a whole
social being, that is, as a product of various
socialization influences and as having a location
in a larger social structure, both of which affect
profoundly his attitudes toward learning and his
intellectual capabilities.

The relation that schools and school systems of
social organizations whose basic attributes have
significant effects on learning quite apart from
modes of instruction or teacher-pupil interactions.[1]

Snyder supported the idea that decision making is
the general feature of the executive role. However, he
believed some types of decisions which may have to be
made by the educational administrators are scarcely men-
tioned. As a result, he mentioned a range of decisions
on which school administrators should develop understanding.
They are:

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[1]George Brown, Cooper, and Walker, Educational
Administration: International Perspectives (Chicago:
Rand McNally & Company, 1969), p. 276.

Conceputal decisions - definitions of situations, clarification of goals, provision of authoritative interpretations of events.

Time and timing - how far ahead should an enterprise try to look? When and by whom should certain things be done? What are the alternative ways of handling time as an organizational variable? Are there critera for allocating time among tasks?

Deciding on the validity and relevance of estimates and advice submitted by experts and technicians.

Evaluations of performances by individuals and organizational units, including at least preliminary identification of talent.

Judicial decisions - settling conflicts of interests and jurisdictional disputes.

"Moral" decisions - mediating conflicting behavioral codes employed by assocaites and subordinates.

Advocacy - preparation of the case for and against major policies.

"Process" decisions - what modes of choice (voting, consensus, etc.) should be employed? How are cooperative judgements best arrived at? When should process be given significant weight? When can formal models or quantification be applied to decision problems? What predictive techniques are available and appropriate for certain situations?[1]

Based on the issues mentioned above and on other considerations, Snyder proposed a program of preparation for educational administrators. He identified two phases of preparation. First, "Foundations of Administration" which should be covered during the first year of preparation; and second, "Toward Institutional Specialization" which is to be accomplished during the second year.

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[1] Ibid., pp. 276-277.

The first year, foundations of administration, include intellectual activities which are organized around two parallel sequences is the focus of the first year of preparation. Sequence (I) deals with basic tools and techniques, and sequence (II) with core disciplines and interdisciplinary approaches. The following were suggested as an outline of the major topics comprising sequence (I):

> Mathematical foundations [which include] probability theory, statistical inference and decision theories, linear programming, dynamic programming and inventory models, graph theory and flows in networks, nonlinear and integer programming, applied stochastic processes and queueing theory, and statistics.
>
> Information processing and computer technology [which include] nature of digital computers and their potentialities, computational aids to decision making, characteristics of business information processing systems, and potentialities of computer assisted management.
>
> Simulation and gaming [in the areas of] all-computer, man-computer, man-man, and decision games as heuristic and research devices.
>
> Laboratory and field experimentation [which include] the nature of experiments, and experimental design, small group problem solving, sensitivity training, and the range of techniques for effective intervention in ongoing organizations.[1]

Sequence (II) is mainly focused on organizations. The structure of topics suggested were (A) nature of organizations and organizational analysis which include intra organizational phenomena and variables, organization-environment

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[1]Ibid., pp. 289-290.

relationships, inter-organizational operations and inter-
actions, typologies, and problems such as theoretical,
methodological, ethical, political, human relations, organ-
izational change, and forecasting. (B) Approaches to the
study of organizations which include "Purposes of inquiry
and analysis, ways of knowing and sciencing, research
methodologies and strategies, scientific and operational
theories, normative prepositions, and evaluation of per-
formance."[1] (C) Contributions of the core disciplines
mainly generalizations and perspectives from psychology,
economic, and political science. (D) Interdisciplinary
foci and analytic aids which include topics such as decision-
making, problem solving, systems analysis, and conflict and
change process. (E) Professional inventory and data pools
such as information storage and retrieval and empirical
base of theory building. (F) Problems and consequences of
applications which inlcude effective utilization of knowledge,
tools and techniques to particular situations. (G) Control
processes and operations such as planning, budgeting,
accounting, personal policies.[2]

The second year program which is directed toward
institutional specialization is intended to provide a gen-
eral framework for an understanding of organization in
administration. This part of the program should be

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[1]Ibid., p. 291.

[2]Ibid.

accomplished under three sections run simultaneously.

These sections are business, government, and education.

The following range of topics should be covered during

this period of preparation:

> Nature of formal education [which includes] aims,
> assumptions, and patterns; institutionalization of
> education in complex societies [which includes]
> comparison with education through undifferentiated
> structures and relationship of formal education to
> other institutions; the U.S. establishment and its
> componets [which covers] federal, state, county and
> local roles and relationships, key types of decisional
> units, school boards, etc., [and] foreign perspectives
> on U.S. education; schools and school systems as
> social organizations [which include] application of
> organizational theories and knowledge, types and
> their consequences: systematic comparison, and
> the interrelations of organization and learning; the
> overlapping environments of schools [which comprise]
> types of environments and school structures, types
> of environments and educational objectives, and the
> policies of education; the nature of learning [which
> includes] individual and group processes, experiences,
> outcomes, curriculum management in the light of
> learning theory; special problems [which covers]
> decision-making in the schools, budgeting, planning,
> ethnic composition of student population and its
> consequences, collective bargaining, evaluation of
> education (systems and individual students) and
> teaching technologies.[1]

Enns, in his article "The Promise of International

Cooperation in the Preparation of Educational Administrators"

proposed a guideline for preparation program. He stated:

> Preparation must be for a variety of roles and
> dimensions. For examples, the administrator must
> be able to provide for the maintenance of the or-
> ganization on the one hand and to take the lead
> in the introduction and adoption of innovation on
> the other. The two functions may satisfy the needs
> of the organization at different times, or concur-
> rent needs in different segments of the organization.[2]

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[1]Ibid., pp. 293-295.

[2]Ibid., p. 306.

Enns maintained that the administrator must also
be able to go beyond the mere identification and analysis
of problems. Taking actions, implementing decisions, and
bringing about change should have significant implications
in administration. Based on this idea, he stated:

> ...a major purpose of the preparation program,
> then, must be to sensitize the candidate to the many
> forces at work and to the complexity of the situation
> in which he works. Adequate understanding of these
> factors can help to define and clarify administrative
> problems which exist or which arise. Such an under-
> standing provides a perspective from which to take
> administrative action and can help to reduce the
> degree of uncertainty with which the administrator
> must live.[1]

Concerning the content of preparation program, Enns
believed that materials ranging from the humanities to the
social sciences, from the philosophical-conceptual to the
purely technical-managerial, are worthy of consideration
in preparation program of school administrators. However,
he maintained that the breadth and depth of materials should
vary according to the purposes emphasized by the particular
institution. He identified the following subjects to be
included in the preparation program:

Personal insights and skills. Under the topic of personal
insights and skills four major elements are cited. They
are (1) communication, (2) Leadership and leader behavior,
(3) decision-making, and (4) conceptual skills. It was
suggested that skills and insights in these areas can be
gained from the study of appropriate topics in the social

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[1]Ibid.

sciences and adaptations of these to the study of educational administration. The above skills are defined and summarized as the following:

1. Communication--Communication is claimed to be the life blood of organization. He stated:

> Communication depends upon understanding, which in turn depends upon the sensitivity of all concerned to nonverbal aspects of the process, and upon the accuracy of interpersonal perceptions. Awareness of the complexities of communication is needed for the individual to improve his own and others' communication procedures.[1]

2. Leadership and leader behavior--The preparation program should develop understanding of leadership and leadership behavior. Regarding this element, the following was stated:

> This will involve making the administrator sensitive to the needs of the group he leads, helping him to understand that leadership acts, from wherever they may come in the group, should be encouraged, and that leadership is essentially the process of making it possible for others to do outstanding work.[2]

3. Decision-making--There should be provisions in the preparation program for the study of and practice in, decision-making. Skills in finding and defining of the problems can be developed through several approaches such as case method of instruction and use of simulation techniques.

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[1]Ibid., p. 308.   [2]Ibid.

4. Conceptual skills--To see the institution as a whole in the focus of this element.

Administrative theory. Enns believed that the preparation program should be theoretical in much of its orientation. Concerning this aspect of the program he stated:

> To the extent that there is theory, or theorizing, in the study of administration, the student should have considerable contact with it. Such general topics as organization theory, theories of power and authority, and theories of innovation and change should be included in all programs. In addition it might be well to include learning theory, theory of motivation, and theory of perception.[1]

Administrative practice. Areas cited under this topic are: the process of administration, the professional development of teachers and administrators, the organization of the system, the supervision of instruction, and the management routines related to office procedures, equipment, and legal matters. In addition to the above major areas of study, attention should be given to comparative studies in education and certain personal needs and interests of each individual candidate.[2]

Culbertson, in his article "The Preparation of Administrators" suggested the following as guideline of curriculum for preparing administrators:[3]

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[1] Ibid., p. 309.

[2] Ibid.

[3] Daniel E. Griffiths, ed., Behavioral Science and Educational Administration, The Sixty-third Yearbook of the National Society for the Study of Education (Chicago: NSSE, 1964), p. 316.

Content on administrative processes--A curriculum
is needed to develop in potential administrators behaviors
which are appropriate to deal with processes of decision-
making, communication, change, and morale-building.
Culbertson believed that these processes are important not
only because they have relevence for administration and
leadership but also because they can provide guides for
organizing much of what is known about the science of
administration. For each of these processes the following
types of content are suggested:

> Making decisions. Included would be concepts
> and theories pertinent to individual, group, organiza-
> tional, and community decision-making; The relation-
> ship of such matters as basic research, operations
> research, and computer technology to decision-making
> would also be examined, as would value dilemmas which
> administrators face.

> Communication. Theories of one-way, two-person
> small-group, and organizational communication would
> be studied. Special consideration would be given to
> such matters as opinion change, mass communication,
> informal networks, and communication in large bureau-
> cracies. Value issues faced by administrators would
> also be examined.

> Coping with Change. The dynamics of change in re-
> lation to individuals, groups, organizations and com-
> munities would be examined. Specific attention would
> be given to such matters as barriers to change, fac-
> tors facilitating change, conflict in change, leader-
> ship and change, and related matters.

> Buidling Morale. Bases of personnel satisfaction
> in the context of modern organizations would be ex-
> amined. Special consideration would be given to motiva-
> tion, perception, interpersonal relations, value in-
> fusion, organizational loyalty, and related topics.[1]

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[1]Ibid., pp. 316-317.

Scientific content from psychology, sociology, and political science, as well as philosophical concepts from the humanities; content which can provide one common base for preparing all administrators; content to update organizational process and policies partly common and partly specialized for different administrators; content on educational purposes more common than speicalized for principals, superintendents, and other school administrators; content which can illuminate organizational purposes available in both social sciences and humanities; specialized technical content for educational administrators in general; specialized technical content for administrators holding different positions in educational organization; content in school finance, curriculum and the like. It was advised that since administrators should be generalists, more common than specialized content should be used for preparing principals, superintendents, and assistant superintendents.[1]

Culbertson maintained that competence in processes of decision amking, communication, change, and morale-building are common skills which should be mastered by all administrators either in educational or noneducation organizations. All administrators in all types of organizations take part in these processes regardless of organizational ends pursue or means used.[2]

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[1]Donal J. Leu and Rudman, Herbert, eds. Preparation Programs for School Administrators; Common and Specialized Learnings (East Lansing, Michigan: Seventh UCEA Career Development Seminar, 1963), p. 36.

[2]Ibid., p. 38.

Culbertson identified two kinds of content for each
process. One kind of content involves social science con-
cepts such as effects of mass media, dynamics of group
choice, informal organization, and barriers to change.
Each of these concepts describe respectively communication,
decision-making, morale-building, and change through the
scientific method dealing with the real world of administra-
tion. Pertinent disciplines to be used for this kind of
content are psychology, sociology, and political science.
The second type of content is related to the concepts which
deal with moral dilemmas such as concealing information,
use of power in choice, individual vs. organizational values,
and compromise which confront administrators. Pertinent
disciplines to be used for this kind of content are
literature and philosophy.

Table I illustrates the common content for all
administrators including the processes in administration,
examples of the two kinds of content, and pertinent dis-
ciplines to be used.[1]

In order to show how concepts from the social
sciences can be applied to communication, Culbertson developed
a framework in which communication situations found in school
and communities and concepts to describe communication

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[1]Ibid.

Table 1

Common Content for All Administrators

Common Behaviors and Learning			Administrative Positions						
Process in Administration and Supervision	Examples of Content	Pertinent Disciplines	Superin-tendent	Principal (Elem.)	Principal (Sec.)	Hospital Admin.	Govern-ment Admin.	Business Admin.	Other Admin.(s)
Communicating	I. Scientific Content e.g. Effects of mass media II. Value Content e.g. Concealing information	Psychology Literature	common	common	common	common	common	common	common
Making Decisions	I. Scientific Content e.g. Dynamics of Group Choice II. Value Content e.g. Use of power in choice	Psychology Philosophy	common	common	common	common	common	common	common
Handling Morale	I. Scientific Content e.g. Informal Organization II. Value Content e.g. Individual VS Organizational Values	Sociology Literature	common	common	common	common	common	common	common
Coping with Change	I. Scientific Content e.g. Barriers to Change II. Value Content e.g. Compromise	Political Science Philosophy	common	common	common	common	common	common	common

processes can be illustrated. He believed that communica-
tion in school districts and communities are established
in certain ways. These ways are two-way oral (either two
persons or small group), one-way oral (either face-to-face
audience or unseen audience), and written (to an individual,
to a single public, or to multiple publics). He identified
six concepts to explain communication processes. They are
(1) "communicator" with certain purpose, personality, and
skills. (2) "Channel" with the elements of direction,
location, and effiency. (3) "Medium", either audio or
visual. (4) "Message" with content and form. (5) "Com-
municatee" with certain personal factors and situational
factors. (6) "Effect" with message interpretation, com-
municatee reaction, and communicatee modification.[1]

Communication situations and concepts to describe
communication processes are summarized in Table II.[2]

Culbertson maintained that the administrator, in
the processes of communication, decision-making, coping with
change, and building morale, cannot ignore the element of
"value". He stated" "...values enter into all the major
administrative processes regardless of the type of organiza-
tion involved."[3] He believed that content from the human-
ities can help to the understanding of crucial value

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[1] Ibid., p. 40.

[2] Ibid.

[3] Ibid., p. 43.

Table 2

A Communications Framework

Communication Situations Found in School Districts and Communities	Concepts to Describe and Explain Communication Processes					
	1. Communicator	2. Channel	3. Medium	4. Message	5. Communicatee	6. Effects
I. Two Way Oral A. Two Person B. Small Group	1. Purpose 2. Personality 3. Skills	1. Direction 2. Location 3. Efficiency	1. Audio 2. Visual 3. Audio Visual	1. Content 2. Form	1. Personal Factors 2. Situational Factors	1. Message Interpretation 2. Communicatee Reaction 3. Communicatee Modification
II. One Way Oral A. Face-to-Face Audience B. Unseen Audience (e.g., TV)	1. Purpose 2. Personality 3. Skills	1. Direction 2. Location 3. Efficiency	1. Audio 2. Visual 3. Audio Visual	1. Content 2. Form	1. Personal Factors 2. Situational Factors	1. Message Interpretation 2. Communicatee Reaction 3. Communicatee Modification
III. Written A. To an Individual B. To a Single Public or Group C. To Mulitple Publics	1. Purpose 2. Personality 3. Skills	1. Direction 2. Location 3. Efficiency	1. Audio 2. Visual 3. Audio Visual	1. Content 2. Form	1. Personal Factors 2. Situational Factors	1. Message Interpretation 2. Communicatee Reaction 3. Communicatee Modification

dilemmas in administration. He identified certain moral

issues which all administrators typically face. Examples

of moral issues include manipulation of personnel, use of

power in choice, concealing information, personnel ambition,

blind obedience to authority, law vs. conscience, and

compromise and non-comprise. Examples of pertinent content

for each of these moral issues respectively are "The Prince"

by Machiavelli, "Major Barbara" by Shaw, "The Wild Duck"

by Ibsen, "Eugenie Grandet" by Balzac, "The Caine Mutiny"

by Wouk, "Antigone" by Sophocles, and "Crito" by Plato.

Some examples of moral issues and their pertinent literature

are summarized in Table III.[1]

Purpose definition is one of the elements that any

administrator should have understanding of it. Culbertson

maintained that processes in administration become vital

only in relation to organizatinal purposes and policies.

Specially when the society whose needs are changing at an

unprecedented rate, content that will help administrators

adapt organizational purposes to that society is particularly

important in preparation.[2] He identified some content

areas which can illuminate changing aspects of society.

These areas of content can be useful in the preparation

of administrators for different organizations such as

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[1]Ibid., p. 44.

[2]Ibid., p. 47.

Table 3

Value Content Common to the Preparation
of All Administrators

Examples of Moral Issues	Examples of Pertinent Literature	Author
1. Manipulation of Personnel	The Prince	Machiavelli
2. Use of power in choice	Major Barbara	Shaw
3. Concealing information	The Wild Duck	Ibsen
4. Personal ambition	Eugenie Grandet	Balzac
5. Blind obedience to authority	The Caine Mutiny	Wouk
6. Law VS Conscience	Antigone	Sophocles
7. Compromise and Non-compromise	Crito	Plato

schools, business corporations, and departments of government. These common areas which have implications for the development of policy are growth of metropolitanism, automation and technology, church-state relations, the international struggle, race relations, population growth and mobility, and military-industrial complex surrounding government. Examples of content areas relevant to these issues include political science, economics, history, sociology, and government reports and the press.

These common issues and their pertinent content areas are summarized in Table IV.[1]

The common base illustrated in this Table will enable administrators to see relationships between and among the purposes and policies of different organizations.

Skills in administrative technologies is the other element that has been emphasized. To achieve purposes, appropriate technologies must be employed in developing and implementing operational policies. Culbertson believed that there are some common technical aspects of administration for all school administrators. He identified two dimensions for the context in which technical content is applied by the administrators. They are the internal enviornment of organizations and the environment which is external to the organization. He stated:

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[1]Ibid.

Table 4

Purpose Definition: Common and Specialized Content
(Two-year Program)

The Development of Policy		Administrative Positions	
Subjects which Have Implications for Policy	Some Relevant Sources of Information	Superintendent, Assistant Superintendent, Elementary Principal, Secondary Principal	Government Administrator, Business Administrator
A. Growth of Metropolitanism	Political Science	Common Specialized	Common Specialized
B. Automation, Science, and Technology	Economics	Common Specialized	Common Specialized
C. Church-State Relations	History	Common Specialized	Common Specialized
D. The International Struggle	History	Common Specialized	Common Specialized
E. Race Relations	Sociology	Common Specialized	Common Specialized
F. Population Growth and Mobility	Sociology	Common Specialized	Common Specialized
G. Military-Industrial Complex Surrounding Government	Government Reports and the Press	Common Specialized	Common Specialized

Departmental organization at the high school
level and self-contained classes at the elemen-
tary school level illustrate differences in the
internal context. External dimensions can be
illustrated by comparing the environment of cen-
tral office operations with that of a school unit.
In school community relations, for example, the
superintendent's work encompasses the total com-
munity and involves school board members, commun-
ity leaders, parents, pupils and school personnel.
The principal's contacts, on the other hand, are
more limited since they involve personnel in the
community surrounding a single school. Thus, it
is much more important for superintendents to have
technical content associated with school board
operations than it is for school principals to have
this content.[1]

The technical aspects of school administration
identified by Culbertson include staff personnel adminis-
tration, business management, school finance, learning
theories and instructional methodologies, school community
relations, student personnel administration, curriculum
construction, school housing, and school law. Some re-
lated disciplines which can help to the understanding of
the technical aspects of school administration are ad-
ministrative science, economics, psychology, sociology,
educational philosophy, architecture, and history.

The technical aspects of school administration,
some pertinent content areas, and the common and specialized
portion of the content areas for administrators are sum-
marized in Table V.[2]

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[1]Ibid., p. 53.

[2]Ibid., p. 52.

Table 5

Common and Specialized Content of a Technical Nature
(Two-year Programs)

Technical Aspects of School Administration		Administrative Positions					
Technical Content	Some related Disciplines	Superintendent	Assistant Super intendent	(Elem.) Principal	(Sec.) Principal	Government Admin.	Business Admin.
A. Staff Personnel Administration	Administrative Science	Common Specialized	Common Specialized	Common Specialized	Common Specialized	Common Specialized	Common Specialized
B. Business Management	Economics	Common Specialized	Common Specialized	Common	Common	Common Specialized	Common Specialized
C. School Finance	Economics	Common Specialized	Common Specialized	Common	Common	Content not pertinent	Content not pertinent
D. Learning Theories and Instructional Methodologies	Psychology	Common Specialized	Common Specialized	Common Specialized	Common Specialized	Content not pertinent	Content not pertinent
E. School Community Relations	Sociology	Common Specialized	Common Specialized	Common	Common	Content not pertinent	Content not pertinent
F. Student Personnel Administration	Psychology	Common	Common	Common Specialized	Common Specialized	Content not pertinent	Content not pertinent
G. Curriculum Construction	Educational Philosophy	Common Specialized	Common Specialized	Common Specialized	Common Specialized	Content not pertinent	Content not pertinent
H. School Housing	Architecture	Common Specialized	Common Specialized	Common	Common	Content not pertinent	Content not pertinent
I. School Law	History	Common Specialized	Common	Common	Common	Content not pertinent	Content not pertinent

McNally and Dean identified four broad categories common to the preparation of all educational administrators. These categories are (1) all graduate professional preparation in educational administration should be based on a broad undergraduate program, coupled with a program of professional education preparatory for teaching. (2) All students of educational administration should be well acquainted with the knowledge and insights fundamental to education. This knowledge should be drawn from political science, anthropology, psychology and philosophy. (3) Certain content areas in education and administration which include organization and control of U.S. education; role of national, state, and local authorities, and or principals; administrative theory; staff personnel policies and administration; purposes, policies and conduct of school community relationships; content organization and improvement of curriculum and instruction; pupil personnel policies and administration; administration of funds and facilities. (4) Content in administrative skills that are vital to any educational administrator. These skills that first suggested by Katz include technical, human, and conceptual. Regarding these three skills necessary at different administrative levels, they stated:

> All three types of skills (technical, human, conceputal) are important at all administrative levels. Furthermore, they cut across the substantive problems that all administrators face. Whatever differences there may be for the several administrative specializations lie not in the kind of skill required. Rather, it appears that the

differences arise mostly from the nature of the problems to which they may be applied. For example, conceptual skill is probably most important at the level of chief school officer, for here decisions must be made with the welfare of the entire system constantly in mind. Nevertheless, the elementary school principal also has to exercise conceptual skill in seeing local community and school problems in relation to the system-wide picture, in maintaining balance and integrity in the overall program of his local unit, and in conceiving creative innovations for improvement in relation to local situations and needs.[1]

Demensions and categories of an administrator preparation is summarized in Figure III.[1]

Concerning the common learnings for administrators at all administrative levels, Downey had a similar idea offered by Dean and McNally. Under the title of "The Reality of All Educational Administration," he identified three major common learning areas necessary for all prospective administrators. They are (1) processes of administration which include communicating. influencing, coordinating, and evaluating; (2) forces in the administrative setting related to the political, economic, cultural, institutional, individual, and group issues; (3) general organizational tasks which include finance and management, physical facilities, community relations, staff personnel, student personnel, and instructional leadership.[2] In addition to the common areas of learning, the two areas of "emphases"

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[1] Ibid., p. 113.

[2] Ibid., p. 136.

Administrative Skills

Technical Skills

Human Relations Skills

Conceptual Skills

Content in Education and Administration

Organization and control of United States Education

Administrative Theory

Staff Personnel Policies and Administration

Purposes, Policies and Conduct of School-Community Relationships

Content, Organizations and Improvement of Curriculum & Instruction

Pupil Personnel Policies and Administration

Administration of Funds and Facilities

PHILOSOPHY

PSYCHOLOGY

SOCIOLOGY

ANTHROPOLOGY

POLITICAL SCIENCE

Basic Disciplines

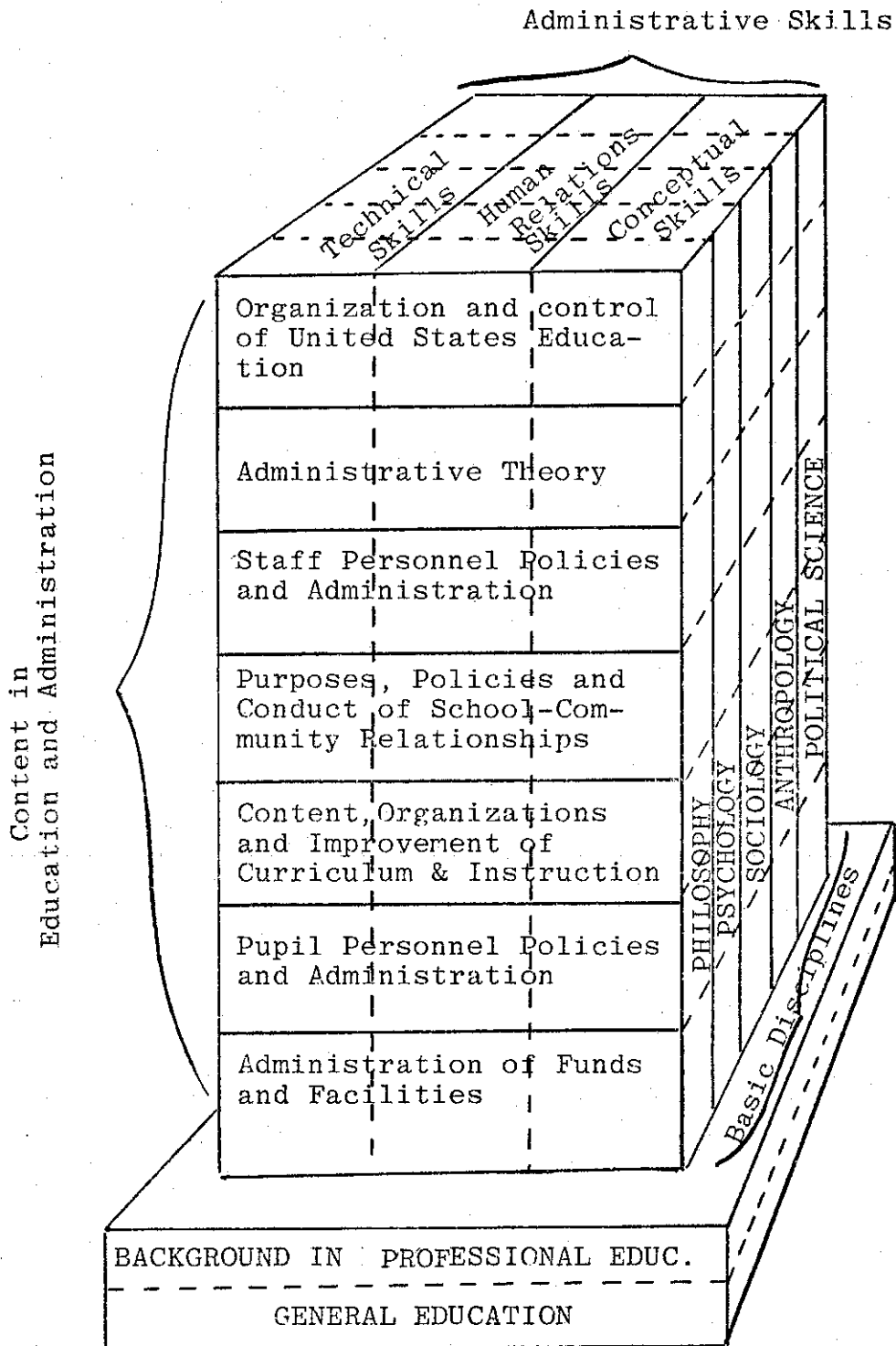BACKGROUND IN PROFESSIONAL EDUC.

GENERAL EDUCATION

Figure III. Dimensions and Categories of an Administrator Preparation Program.

and "specialization" for administrative positions were men-

tioned. Concerning these two areas, he stated:

> ...as one considers the various levels of educa-
> tional administration, or various types of educa-
> tional institution to be administered, further shifts
> in emphases become apparent. For instance, the
> social forces with which the high school principal
> must deal are not as intricate or far-reaching as
> those with which the superintendent deals. Nor
> are the tasks to be performed by the principal of
> the same order as those to be performed by the
> business manager. It follows that the skills re-
> quired of one individual in the administrative hier-
> archy are not exactly the same as those required
> of another. Accordingly, it seems logical that
> certian specialized learnings should be provided
> for specific administrative positions.[1]

Areas of commonality, emphases, and specialization are sum-

marized in Figure IV.[2]

Pohland and Blood in their article, "Toward a

Multi-dimensional Model of a Leadership-in-Administration

Preparation Program" proposed a tentative model for the

preparation of administrators. In all phases of this

preparing program principles of flexibility and compre-

hensiveness are considered very important. Flexibility

implies that the individual components of the model must

allow for differential emphases in order to accommodate

diverse purposes, abilities, backgrounds, and needs of

students.[3]

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[1]Ibid., p. 125.

[2]Ibid., p. 136.

[3]Paul A. Pohland and Ronald E. Blood, Planning and
Changing, Toward a Multi-dimensional Model of a Leadership-
in-Administration Preparation Program (Fall, 1973), p. 145.

The Reality of All Educational Administration

The Processes of Administration	Forces in the Administrative Setting	The Tasks of Educational Administration

External:

Political

Economic

Finance and management

Physical facilities

Community relations

The High School Principalship

Commonality

Communicating

Influencing

Coordinating

Evaluating

Emphases

Cultural

Internal:

Institutional

Individual

Group

Specialization

Organization

Staff personnel

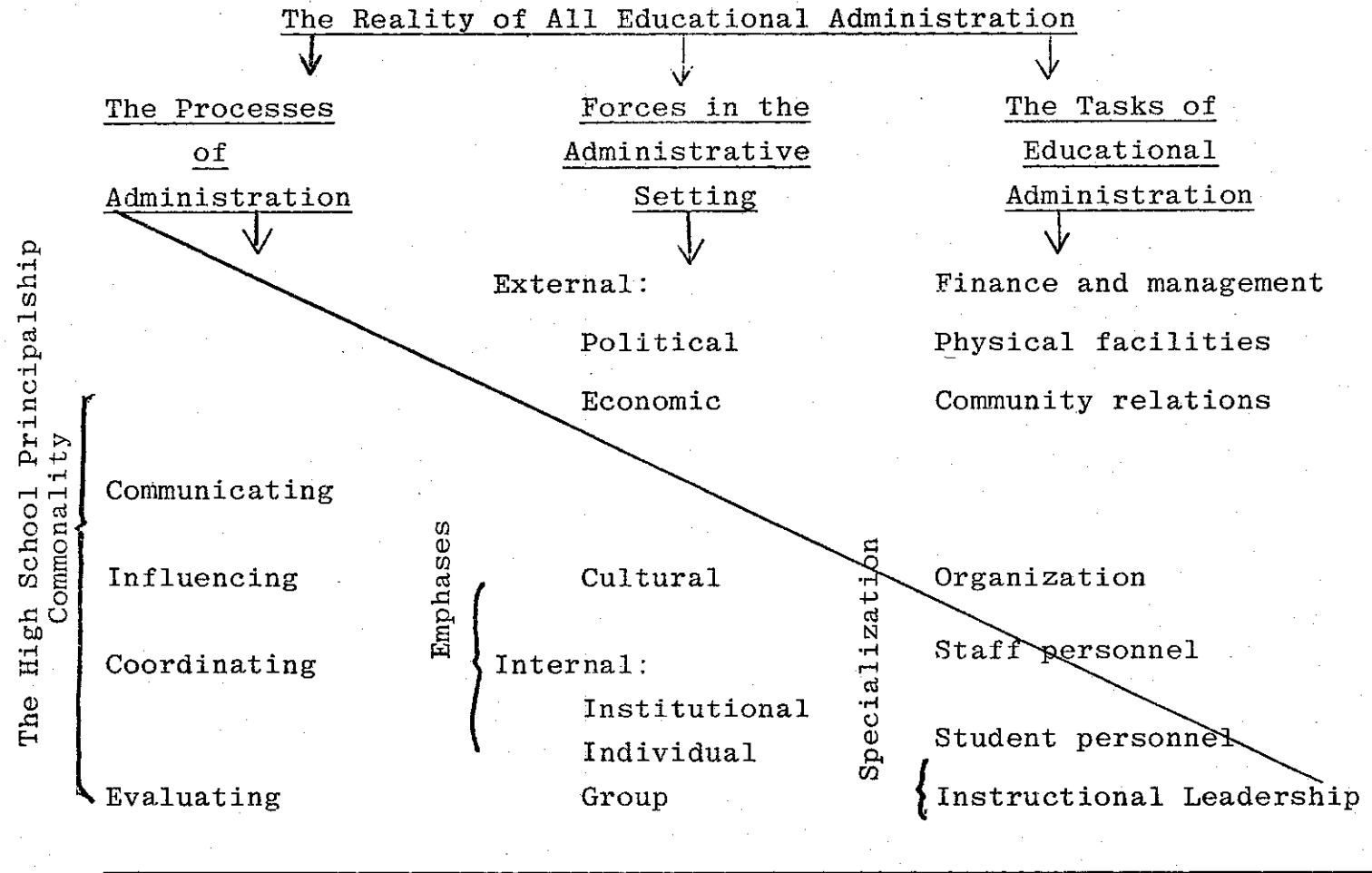Student personnel

Instructional Leadership

Figure IV.   Preparation Programs for School Administrators.

Comprehensiveness implies both the cognitive and affective domains. In the cognitive sense, comprehensiveness refers to entire domain of administrative behavior, the context in which such behavior is evoked and the skills needed to activate intelligently. In the affective sense, the administrator is concerned both with role and the cultural contexts in which his roles are played out.[1]

This model of preparation consists of certain major dimensions. They are contextual/programmatic, the integrating/enabling, the distributive/operational, and the social/collegial.[2]

The contextual/programming dimension. This dimension consists of the economic, cultural, institutional, and individual contexts. Each context is summarized as the following:

The political context -- As a social activity, the educational process takes place within and is constrained by the political context. Preparation program concerning this context should involve the analysis of the legal context of education, the analysis of formal and informal influence structures, the analysis of the climate of educational decision-making at the national, state, and local levels, the analysis of influence mechanisms, and perhaps, provisions for the acquisition of influence mechanisms, and perhaps provisions for the acquisition of influence skills, and the interaction of all elements.[3]

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[1]Ibid.　　　　[2]Ibid., p. 146.　　　　[3]Ibid., p. 147.

The economic context -- The two dimensions of politics and economics are closely linked. The preparation program to develop understanding of the economic context should consist the study of economics in general and in particular, the study of the economics of education as well as school finance and business management.

The cultural context -- This context seeks mechanisms for mediating between culturally different groups and their corresponding sets of non-identical beliefs, attitudes, expectations, and behavior. The program for this component requires the study of other people and cultures. Affective domain in this context is emphasized.

The institutional context -- Educational programs are executed within the context of formal organizations. To develop understandings on this context, preparation program should offer studies in organizational sociology and administrative theory, as well as the organization and administration of higher education, administration of urban education, organization and administration of developing institutions, administration in multi-cultural schools.

The individual context -- Concerning this context, Pohland and Blood stated:

> Two major components comprise the individual context--the administrative trainee as a unique individual and the administrative trainee as a potential group process leader. The first component emphasized the personality and needs-dispositions, the entry skills, abilities and experiences, and the cultural orientation of the trainee. The second component focuses upon the values, needs, skills, abilities

and aspirations of others. The former emphasizes
an individual psychology; the latter a more general
human growth and development psychology.[1]

The integrating/enabling dimension. This dimension includes

inquiring skills, communication skills, and the humanities.

Pohland and Blood's conception of inquiring skill is very

broad. It includes both a cognitive and an affective

attachment to knowledge. Concerning the inquiring skills

they stated:

> At a minimum level inquiry skills imply literacy,
> e.g. the ability to read and comprehend a correlation
> matrix. At a more advanced level, inquiry competencies
> enable the student to place bits and pieces of re-
> search into broad perspectives.[2]

Communication skills imply the need for language

acquisition, i.e., mastery of the vocabulary of the dis-

cipline embeded in the contextual/programmatic dimension

and its effective utilization orally and in writing. Con-

cerning the humanities, the designers of this model be-

lieved that if the aim of the program is preparing top-

level decision-makers, the humanities should be included

in the program. They referred to Chapman who wrote:

> The specialist cannot function effectively at the
> top-level of management if all he brings to it is
> his speciality. At that level, the daily problems
> call for broad general knowledge, open-mindedness,
> an understanding of human nature, an insight into
> human frailities, a fairness of mind, a clarity of
> thought...all these beyond the ordinary knowledge of

[1]Ibid., p. 149.

[2]Ibid., p. 150.

a complex business problem. There must be an intellectual cultivation through which an individual views the main current of life around him.[1]

The social/collegial dimension. Pohland and Blood declared

that the universities should not think that the candidates

learn their administrative skills primarily in the class-

room. They emphasized the informal learnings of the stu-

dents. To do this, they suggested:

> We must (1) rigorously examine the informal
> learning pattern of candidates during the period
> of anticipatory socialization: What have they
> learned? What potential remains in their current
> position for further learning? What conditions
> can be most economically simulated for them? (2)
> We must actively enhance the probability of the
> adoption of effective practitioner role models.
> These models must be in the field.[2]

Concerning this dimension, they recommended that

the skills the candidate has acquired through anticipatory

socialization and the opportunities available in the can-

didate's present position should be assessed carefully.[3]

The distributive/operational dimension. The three previous

dimensions have focused on the context and social processes in-

digenous to an administration program. The final dimension

seeks to rationally order them. It was suggested that a

differential emphasis should be put upon theory, practice,

and research as a function of time. To define this idea

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[1]Ibid., p. 151.

[2]Ibid., p. 153.

[3]Ibid.

more explicitly, they developed the following Figure and

stated:

Time Sequence

	Phase 1 (T1)	Phase 2 (T2)	Phase 3 (T3)
Technical Learning	Emphasis: High	Emphasis: Moderate to Low	Emphasis Moderate to Low
Field Experience	Emphasis: Low	Emphasis: High	Emphasis: Low to absent
Independent Study	Emphasis: Low	Emphasis: Low to Moderate	Emphasis: High

Figure V.   Programmatic thrusts in relation to time.

As Figure V indicates, we anticipate that early
in the preparation program (T1) the student would be
engaged primarily in what Halpin has called technical
learning, i.e., mastering a body of knowledge via
formal course work. The major emphasis would be upon
obtaining a theoretical understanding of the content
embedded in the contextual/programmatic dimension of
the model and upon acquiring the integrating/enabling
competencies to deal effectively with that knowledge.

...At (T2) an emphasis shift is anticipated. Prac-
tice would be maximized through carefully selected
and directed field experiences (internships). The
intent of the field experience is twofold: (1) to
provide the trainee with the opportunity to engage

in reality testing, i.e., the application of theory and research to practice; and (2) to provide immediate socialization experiences within the work world of the practicing administrator.[1]

T3 is the culmination of the preparation program in which independent study and research would be emphasized, while field experience and technical learning would be minimized. The four major dimensions with their related elements are summarized in Figure VI.[2]

Hills, a professor of educational administration, in his article "Preparation for the Principalship: Some Recommendations from the Field" developed a series of proposals for the appropriate training of principals. These proposals were developed based upon his experinces obtained during a year-long job as an elementary school principal when he had left his academic position in the university. The following is the summary of his proposals:

Proposal I -- This proposal is related to social-behavioral science content. Concerning this proposal, he stated:

> Social-behavioral science content for princial preparation programs should be selected on the basis of its contributions to the development of generalized conceptions of human beings, organizations, and societies.[3]

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[1] Ibid.

[2] Ibid., p. 146.

[3] Jean Hills, "Preparation for the Principalship: Some Recommendations from the Field" (Chicago: The University of Chicago, Administrator's Notebook, Midwest Administration Center, 1975), p. 1.
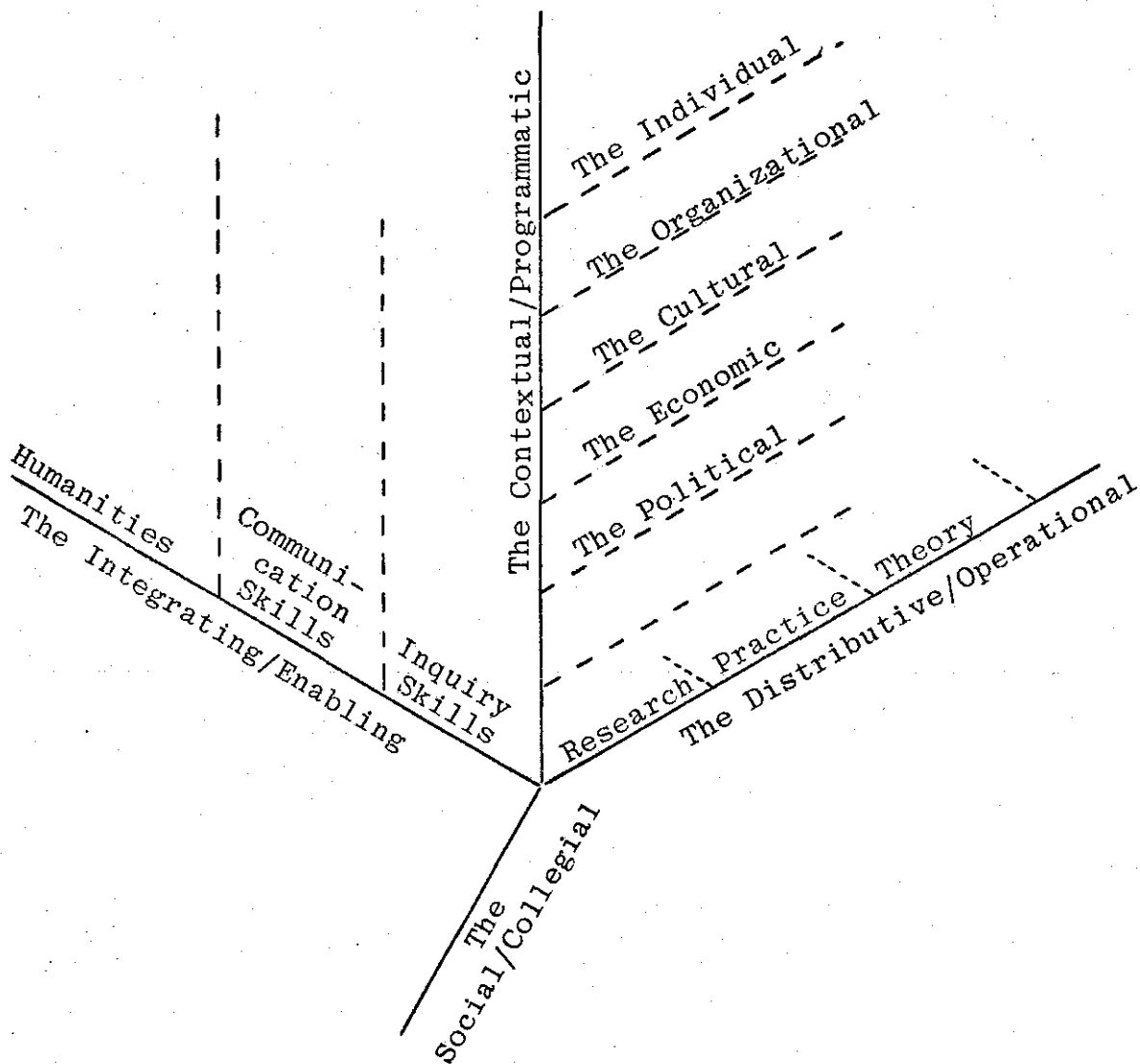
Figure VI. The General Model.

Proposal II -- Preparation programs for principals should lead students to develop a relatively articulate, consistent, administrative philosophy. The reason for this proposal is that one cannot act on the basis of knowledge alone. One must necessarily make judgements about what is good, bad, desirable and undesirable, proper and improper.[1]

Proposal III -- Preparation programs for principals should emphasize the acquisition of educational as well as administrative knowledge. Regarding this proposal, Hills stated:

> On the basis of my experience, it is clear to me that the administrator who knows little about the issues of instruction and learning can be little more than a spectator in his own school. Whether he acquires it as part of his program of administrative studies or by other means, I am firmly committed to the view that the school principal needs to be reasonably well-grounded in such areas as development psychology, learning studies, socialization, cultural variability, instructional methods and materials, and curricular developments.[2]

Proposal IV -- Preparation programs for principals should place heavy emphasis on the development of critical-analytical and problem-solving skills. He cited the following observations as the basis of this proposal:

> Administrators spend a great deal of time searching for solutions to un-or-ill-defined problems; administrators spend a great deal of time debating irresolvable issues; administrators seldom question the

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[1]Ibid.

[2]Ibid., p. 2.

problematic status of situations, or the desirability
of stated objectives; the search for solutions to
problems tends to be a random, unsystematic process;
solutions to problems tend to be highly generalized,
unfocused, and ill-adapted to the problems to which
they are applied; the selection of a problem situa-
tion from among a number of alternatives tends to
be an arbitrary, non-rational process; little effort
is made to identify the conditions that permit (and/
or cause) problematic situations to occur - problems
are seldom as symptoms of underlying causes; problems
tend to be treated as discrete, independent, isolated
phenomena - relations among problems are seldom identi-
fied; problem-solving tends to proceed on a "putting
out brush fires" basis with little attention given
to systematic planning.[1]

Proposal V -- Preparation programs for principals
should concentrate on processes rather than on substance.
The most important of them should be analytical problem-
solving processes, and communication and communication
management processes.

Proposal VI -- According to this proposal "...some
members of the departments of the educational administration
should hold joint appointments, serving both as professors
and as school administrators."[2]

Proposal VII -- Preparation for the principalship
should involve an internship of at least a year's duration
with a very carefully selected administrator. Regarding
this proposal, Hills stated:

By far the most important reasons for this pro-
posal are the convictions, acquired during my recent
re-experience of the principalship, that (1) the most

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[1]Ibid

[2]Ibid., p. 3.

important determinants of administrative success
are beliefs, attitudes, values, and interpersonal
orientations, and (2) the best way to acquire such
things within the period of time spanned by a gradu-
ate program is through close association with some-
one who already possesses and exemplifies them.[1]

GOALS AND OBJECTIVES OF EDUCATION
IN IRAN

Apart from the classic Persian Literature in which

the early goals and objectives of education in Iran can be

found, it was in the years 1954-56 that the aims of educa-

tion in modern Iran were discussed in considerable detail.

Before the start of formal education in Iran, the aims of

education were not more than developing skills in reading,

writing, arithmetic, and some religious instructions mainly

regarding the Koran. However, at the early stages of

formal education, the educators realized that the general

goals of education (mainly in elementary schools) should

be more than the basic skills.

The aims of education in Iran identified by the Min-

istry of Education in 1956 were: mental development of the

child, physical development of the child, social develop-

ment of the child, and emotional development of the child.[2]

In 1971, The Supreme Council of Education identified

new goals and objectives for the reorganized system of educa-

tion in Iran. These goals were development of social

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[1]Ibid.

[2]Mehdi Bathai, National Objectives of Education,
(Tehran, Iran, in Persian), p. 24.

understandings, development of understandings in economics,
development of political understanding, understandings in
the arts and culture, physical and psychological develop-
ment, and ethical and spiritual development.[1] Almost all
of these educational goals and objectives were defined in
terms of what is called Sheshom Bahman revolution (1963)
which was (and still is) supposed to change the whole
social life of the Iranian people. The goals and objec-
tives of education in Iran are summarized as the following:

Development of social understandings --- This prin-
ciple was focused on social justice. It was stated that
there must be equality of opportunity for all Iranian men
and women (either in urban or rural areas) to benefit from
free education. This principle was supposed to develop
the students' understanding of home, family, human being,
and concepts of the established laws and their observation.
It was also believed that through realization of this
principle, Iranians will replace their traditional "individual-
ism" for cooperation in all social activities.

Development of understandings in economics -- This
principle was focused on the training of skillful workers,
engineers, technicians, and administrators for the young
economy of this developing nation.

Development of political understanding -- The idea
of developing the political understanding of the students

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[1]Ibid., p. 25.

dealt with preparation of the youth for their active involve-
ment in the political and social activities. In this prin-
ciple, nationalism and absolute faith in the monarch was
emphasized. It was stated that instruction of the national
ideology should be given through indoctrination, because
the goal was developing faith to the Shah and the nation
rather than teaching related subjects in the political
science.[1]

Understanding in the arts and culture -- understand-
ing of the rich legacy of the Persian Arts and the develop-
ment of ability in the youth to add to this legacy was
the aim of this principle. Courses in arts and culture
would be in the school curriculum.

Physical and psychological development -- Physical
education was considered as a basis for psychological,
spiritual, and intellectual health.

Ethical and spiritual development -- This principle
was intended to encourage the youth to believe in a social
philosophy in terms of the 1963 revolution. Virtue and
ethical characters based on religious principles were also
emphasized. Assuming individual and social responsibilities,
self-reliance, avoidance of personal biases, respects for
ideas and rights of other people, preference of social

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[1]Ibid., p. 44.

interests to individuals', respect for law, cooperation,
discipline, mentioned under this principle as other
aims of education.

DUTIES AND RESPONSIBILITIES OF SCHOOL
ADMINISTRATORS IN IRAN

The Supreme Council of Education, Ministry of
Education (1964), identified two major categories of duties
and responsibilities of the elementary school prinicples
in Iran. These major categories of responsibilities were
instructional responsibilities and managerial responsibilities.
Both categories are translated from Persian as the following:
Instructional responsibilities. This category of responsi-
bilities include holding group meetings with teachers before
the start of the school year to guide them to develop their
yearly schedules, program, and policy; students groupings;
classroom observation to help teachers; providing teachers
with the advice of the instructional experts (if available);
fulfillment of all regulations regarding the accomplishment
of formal instruction and textbooks mandated by the Ministry
of Education; the principal should know about the progress
and weaknesses of the pupils and devise appropriate measures
to help them; group meetings with teaching staff to assess
the educational and instructional situation of the pupils;
private conferences with individual teachers to determine
the appropriate and amount of assignements and homework for
students; holding home-school meetings with parents to

exchange ideas for the betterment of the pupils improve-
ment; establishing demonstration lessons for teachers;
helping teachers to procure and prepare instructional
materials; establishing school library for the use of
teachers and pupils; cooperation with instructional super-
visors; participation in the district principals meetings
for instructional purposes arranged by the district office
of education; checking the conduct of all the school per-
sonnel and pupils, and the establishment of coordination
and friendly cooperation among them.

Managerial responsibilities. This category of responsibil-
ities include: (1) the school building and its safety;
(2) school equipment; (3) substituting the absent teachers
either by himself or by the vice-princpal, or by other
teachers; (4) checking the school personnel appearance at
the school site. The absentees should be reported to the
central office of education at the end of each month; (5)
making a file for all employees recording all data regarding
their backgrounds, quality of present job done by them,
and other data; (6) careful attention to the students
absentees and the causes; (7) except in the formal hours,
the principal should not let any student to stay in the
school site except when there are extra-curricular activities
in the school. In this case the principal himself, or vice-
principal, or one of the teachers should stay in the school.
The parents should be informed of their children being in

the school during informal hours; (8) in the case of any accident, providing first-aid treatment and informing the parents of the event; (9) sending reports of the pupils grades to parents after each term exams; (10) report of the school major events to the central office, and other reports required by that office; (11) the principal should be present at the school site 30 minutes before the beginning of the school instructional hours--he should be in the school all the time when the students are there: (12) arranging course schedules with the cooperation of the teachers; (13) school accounting; (14) during the summer vacations, principal's office should be open one day a week for students enrollment (if necessary two days a week); (15) selecting vice-principal and reporting him to the central office for confirmation; (16) informing the teachers of all circulars received by the school; (17) careful attention should be paid by the principal to make sure all the above regulations are observed.[1]

Selection of School Principals in Iran

The Supreme Court of Education in Iran identified certain criteria for the appointment of elementary school principals. These criteria, which can have a role in the recruitment of students for preparation programs, are:

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[1]Mohammad A. Toosi, Administrative Organization of the Nation and its Educational Rules and Regulations: A Guide for School Administrators and Teachers, in Persian (Tehran, Iran: 1966), pp. 50-53.

(1) faith in religious principles and ethical character;
(2) physically sound and healthy; (3) leadership ability
to run the school; (4) a minimum degree requirement received
from a teachers' school, or from a one-year term teachers'
college (those who have a bachelor's degree in elementary
education or in education have preference over the others if
everything else is the same. Practicing principals who do
not meet the requirement stated in section "4" can hold their
position if the offices of superintendency are satisfied
of their services); (5) a minimum of eight years of
experience in instructional services from which at least
five years must be teaching (this requirement is three years
of teaching experience for those who have a bachelor's
degree; (6) married male candidates for boys' elementary
school principalship would have priority over the unmarried
ones if all other qualifications are the same; (7) prin-
cipals for girls' elementary schools must be selected from
among the women.[1]

<center>SUMMARY</center>

In Chapter II, a reivew was made of the literature
which summarized the goals and objectives of education,
the duties and responsibilities attached to the educational

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[1]Ibid., pp. 49-50.

administrators, and the selection and preparation of
students for school administration in the United States.
The goals and objectives of education, the duties and
responsiblities of school administrators, and the criteria
for the selection of school administrators in Iran were
also reviewed.

In Chapter III, common educational objectives and
administrative duties and practices concerning the two
countries will be identified to justfy the use of some
aspects of the American approaches of preparation program
for Iran. An analytical framework will also be developed
to facilitate the interpretation of the review of the
literature. Analysis of the literature based on the
analytical framework will be presented next. In Chapter
IV, a model of preparation program for educational admin-
istrators in Iran will be deduced.

CHAPTER III

PROCEDURE AND ANALYSIS OF THE LITERATURE

INTRODUCTION

The purpose of this study was to develop a model for
preparing educational administrators for Iranian schools.
Since some guidelines from the American approaches of prepa-
ration programs were the basis of this study, a comprehensive
review was made of the major preparation models and research
conducted in the United States.

In this chapter three major tasks are described.
First, an analytical framework for the analysis of the liter-
ature is developed. This framework includes specific compo-
nents which should be observed in any preparatory program
for educational administrators. The components of the frame-
work include: (1) program content, instructional approaches,
field-related experiences, and student research, (2) program
structure and requirements for graduation, (3) recruitment
and selection of students, and (4) departmental functions and
staffing. Second, the major preparation models and training
approaches presented in the review of the literature are
analyzed in terms of the components of the framework; weak-
nesses and strengths of each model as they relate to the

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components of the framework are also discussed. Third, the findings drawn from the review are analyzed within the constraints of the framework.

Out of the findings drawn from the analysis of the literature, specific generalizations regarding the major goals and objectives of education, duties and responsibilities of the educational administrators, as well as generalizations concerning each component of the preparation program are made. These generalizations will be the basis of the model of preparation program which will be presented in chapter IV. To put it more clearly, the inductive manner in which these generalizations in above areas are made will have more meaningful contribution to the development of the model of preparation.

PROCEDURE OF THE STUDY

The Analytical Framework

To facilitate the analysis and interpretation of the data, presented in the review of the literature, an analytical framework is designed to conceptualize the preparation program as being composed of certain interrelated components.[1] The components of this framework include:

1. Program content, instructional approaches, field-related experiences, and student research. Implied within this com-

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[1] This framework was derived from a more comprehensive one which was developed by Culbertson and his colleagues used in a similar study, "Preparing Educational Leaders for the Seventies", 1969, pp. 333-334.

ponent are the type and scope of knowledge the prospective

educational administrator should receive during the pre-ser-

vice preparation program, teaching and training methods to

be used, the kind and nature of conducts the student should

make with the actual situation in the field, and the nature

of problems selected for thesis and the investigative ap-

proaches to be employed.

2. Program structure. This component of the framework im-

plies the organization of the various elements which com-

prise the pre-service program.

3. Recruitment and selection of students. This component

of the program is related to the identification and recruit-

ment of the candidates for the pre-service preparation of

the educational administrators.

4. Departmental functions and staffing. This component

implies the adequate specialists and professors needed to

staff the preparation program, and the possible services

provided by the departments other than the department of edu-

cational administration.

The Literature Selected for Analysis

The philosophy of each institution which is prepar-

ing educational administrators regarding the nature of school

administration and the necessary skills and competencies

needed by school administrators is the main determining factor

in developing the shape of preparatory programs. These

philosophical differences have created different approaches,

structures, and trends in preparation programs. For the pur-
pose of this research, three major models or approaches are
selected and analyzed. These categories of models include
(1) theory-based programs and those models which put greater
emphasis on developing the conceptual skills of educational
administrators; (2) competency-based programs which are de-
signed to develop certain skills of the school administra-
tor; and, (3) a multi-disciplinary approach which gives almost
equal importance to both theory and competency aspects in the
preparation program.

The first category, theory-based programs, is impor-
tant because it is the model used by several major universi-
ties. In these preparatory programs emphasis is put on the
"totality of school administration". The proponents of this
approach believe that the school administrators should view
the world of administration as a "whole". In other words,
it is believed that there is a close interrelatedness among
all elements of school administration. This view is justi-
fied by the fact that in schools, values, norms, roles, and
structures are subject to change. For this reason, it is
believed that in determining the program content for the prep-
aration of school administrators the first priority should be
given to the subject areas which focus on the development
of certain skills not usually affected by the changes which
take place in the social and organizational norms and con-
texts. In other words, according to the proponents of this
model what an adequate preparatory program should accomplish

is to develop the prospective administrator's conceptual
skills, e.g., the ability to think abstractly and imagina-
tively; because nothing wears out faster than specific solu-
tions to specific problems.

The second category of models included under the
title of competency-based programs is selected because it
represents another specific approach in preparation programs
for school administrators. The competency-based approach,
which is becoming increasingly popular among many universi-
ties, is designed to help the prospective educational ad-
ministrator develop certain skills which are considered
essential for success as a school administrator. This ap-
proach is based on "task analysis", the identification of
the various tasks which are vital to effective school ad-
ministration.

The third and last category of models which is in-
cluded in this analysis is the multi-disciplinary approach
to the preparation of educational administrators. It was
selected because it emphasizes both conceptual and techni-
cal skills and appears to be a reasonable compromise between
the previous two types. This approach uses content from both
the social sciences and the humanities. The relevance of the
curriculum to educational administration and the immediate
and long-range problems inherent in school administration are
considered important in this approach.

All of these categories of models are analyzed within
the context of the components of the analytical framework

presented in the first section of this chapter. However, since different configurations and styles were used in each individual model of each category of models, not all of the components of the framework are applicable in the analysis and interpretation of all the selected models of preparation. In order, then, to avoid any impact on this research, an attempt is made to select for analysis models which are adequately comprehensive in terms of the framework.

ANALYSIS OF THE LITERATURE

PROGRAM CONTENT, INSTRUCTIONAL APPROACHES, FIELD EXPERIENCE, AND STUDENT RESEARCH

Program content implies the type and scope of the knowledge the prospective educational administrator should receive during the pre-service preparation program. The literature related to this component will be analyzed in terms of two main elements: first, the content which involves the skills required and the problems to which the school administrator faces within the context of professional practice; and second, the content which is related to the disciplinary bases of the curriculum for the prospective educational administrator, e.g., content from the social sciences, the behavioral sciences, and so on.

Theory-Based Programs

The ability to perceive and understand the relation- ships among the various elements of the total educational

organization reflect the essence of the conceptual skills
needed by an effective school administrator. As discussed
in chapter II, this philosophy suggests that to help the
prospective administrator to develop his own level of con-
ceptual ability, the preparatory program should be designed
to provide instructions in at least six major areas. These
areas are values, goals and objectives, political and socio-
logical settings, organizations, roles and the people. All
these areas are interrelated because all organizations exist
in certain settings with certain goals and objectives which
are to be reached through certain roles to be played. In
addition, the people who occupy those roles in the organiza-
tion have their own values. Ostrander and Dethy, in their
presentation which depicts the development of the educational
administrator's conceptual skills, maintained that adminis-
trators have values and perceptions about each of the ele-
ments as do other people. However, their leadership role
requires that they must continue to improve their conceptu-
alization and understanding of the relationships among those
areas.

Barnard[1] also provided support to the development of
conceptual skills for administrator as a relevant approach.
He believed that all organizations have characteristics that
are common. He noted, for example, that executives of his
acquaintance were unable to communicate adequately about their

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[1]Chester I. Barnard, The Functions of the Executive
(Cambridge, Massachusetts: Harvard University Press, 1962).
(15th printing).

functions because they did not have a conceptual framework that was commonly accepted. In studying organizations, Barnard applied knowledge which he had acquired from sociologists, social psychologists, economists, political scientists, and historians.

Culbertson and others maintained that content from the humanities should be used to develop the educational administrator's conceptual skills. They believed that basic human values are directly related to the purposes and processes of educational institutions, and that the humanities can help students to improve their insights as related to human values. In the UCEA study content from the field of political science and economics are recommended. The study also rationalized that the interaction of economic and political variables provides the administrator a basis for insight into critical questions involving the substance of educational policy and an appropriate means to attain policy goals. This study also mentioned certain concepts to be infused with economics and politics. They included the relationship of desired policy ends to economic conditions and political acceptance, the economic characteristics of a school district and political strategies to gain satisfactory financial support for schools, and the political strategies and budgetary process.

Content from organizational behavior and processes are also included in the development of the educational administrator's conceptual skills. Well-known classics

such as those produced by Barnard, Taylor, and Simon are the examples of the resources mentioned by the UCEA study to develop the administrator's understanding of the organizational behavior and processes. Other content on organizational behavior are found in theories and research findings produced by social scientists. Semanticism, social psychology, psychiatry, and sociology are examples of the disciplines which have contributed to theories of communication and to the research on which these theories are based. Understanding of the basic processes such as decision-making, communication, motivation, change, and planning also contribute to the administrator's conceptual abilities.

In the study conducted by the American Association of School Administrators (AASA), conceptual ability was included among the major skills needed by the effective school administrator. Developing understanding of overall objectives, situations, and trends; and the demands of children, school, and society on the part of the prospective school administrator was emphasized in that study. It was stated that well-developed conceptual skills enable one to see the totality of an enterprise as well as its parts, to grasp the interrelationships among the elements in a complex situation, and to establish and maintain the delicate balance that fosters both unity and diversity in an organization. The major content areas mentioned by this study as related to the development of conceptual skills are knowledge of curriculum, and of all of the services

required in a program of modern education, knowledge of the social order in which schools operate, and understanding the psychological make-up of the children, youth, the adults, and a strong and consistent philosophical basis for action.

In all of the studies emphasizing conceptual skills, "theory" was considered one of the major areas for developing the school administrator's conceptual abilities. According to the study conducted by AASA, the attempt should be made to develop clear understanding of the meaning of the term theory, and then to set out to equip students with useful theories. Regarding the importance of theory as a basis for developing conceptual skills, Enns believed that the preparation program for school administrators should be theoretical in much of its orientation. He suggested that such general topics as organizational theory, theories of power and authority and theories of innovation and change should be included in the preparation program.

To improve the conceptual skills needed by the effective school administrator, Culbertson suggested content which is related to the administrative theories and processes. They included processes of decision-making, communication, change, and morale-building. These processes are important, not only because they have relevance for administration and leadership, but also because they can provide guides for organizing much of what is known about the science of administration. Specific content areas suggested for the process of decision-making included theories pertinent to

individual, group, organization, community, and values.
Specific content areas for the purpose of communication in-
cluded theories of organizational communication with special
consideration given to opinion change, mass communication,
informal networks, and communications in large bureau-
cracies. Specific content areas related to the process of
change included dynamics of change in relation to individuals,
groups, organizations and communities; additional attention
should be given to such matters as barriers to change,
factors facilitating change, conflict in change, and leader-
ship and change.

The element of "value" plays an important role in
the improvement of the prospective administrator's understand-
ing as related to the administrative processes and his con-
ceptual skills. Culbertson claimed that values enter into
all the major administrative processes regardless of the
type of organization involved. He recommended that content
from the humanities can help the understanding of crucial
dilemmas in administration such as manipulation of personnel,
use of power in choice, concealing information, personnel
ambition, blind obedience to authority, law vs. conscience,
and compromise and non-compromise.

In this model of preparing educational administrators,
McNally and Dean indicated that possession of conceptual
skills by the prospective administrators should be the most
important part of the program, especially in the case of the
top-level school administrators. This is because at the top

levels, decisions must be made with the welfare of the entire system constantly in mind. To improve the conceptual skills of the prospective school administrator, McNally and Dean recommended five basic disciplines which should be used. They were: sociology, political science, anthropology, psychology, and philosophy.

Competency-Based Programs

Based on the data presented in the review of the literature, the "competency-based" approach is another important accepted way of preparing administrators. This approach has recently received support from many institutions and universities which are involved in preparing school administrators. Those who believe in competency-based training refer to courses or training sequences which are designed to enhance specific skills deemed essential for good school administration.[1] Competency-based education is based upon task analysis. It is designed to teach a wide range of tasks, both simple and complex. Proponents of this approach for training school administrators believe that more careful analysis of the knowledge and skills is needed in the preparatory programs if the students are to be trained to handle the numerous day-to-day educational and administrative problems. Kerr and Craigmile suggested that greater interest

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[1] Paula Silver, "Some Apparent Trends in Preparatory Programs for Educational Administrators", UCEA Newsletter, Vol. XV, No. 5, June 1974, p. 22.

in task analysis, greater understanding of systems approaches

to learning, increased interest in behavioristic psychology,

and advances in computer science technology have contributed

to the emergence of performance and competency-based pro-

grams.[1] In order, then, to train effective administrators

efforts should be directed toward the specification of de-

sired performance in the program content of the prospective

administrators.

It is generally believed that competency-based pro-

grams for preparing school administrators neglect the devel-

opment of conceptual skills and the importance of theory.

This idea is rejected by the proponents of this approach;

for example, as indicated in the review of the literature,

the Southern States Cooperative Program in Educational Admin-

istration (SSCPEA) which supports the competency-based

approach of preparation defines competency as constituted of

three parts: theory, job, and educational know-how. The

most important feature of the competency-based approach is

that mastery of theory does not by itself ensure the success

of the school administrator. In the SSCPEA study, it was

indicated that competency must be expressed in terms of

personal behavior which is a composite of beliefs, knowledge,

information, and technical skills.

Lindop identified certain technical skills needed

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[1] James Craigmile and Kerr, "Improved Preparation
of Educational Administrators Through Competency-based
Programming", UCEA Review, Vol. XVI, No. 1. Sep. 1974, p 10.

by effective school administrators. They were: teaching skill as the ability to work with teachers and get ideas across them, skill to obtain cooperation of others to work with him, ability to organize and delegate responsibility, and the ability to express one's ideas clearly in speech and writing.

Among the competencies Enns suggested should be included in preparatory programs for school administrators skill in communication, leadership skill, and skill in decision-making. Enns suggests that there must be provisions in the preparatory program for the study of and practice in decision-making. Skills in decision-making can be developed through several approaches such as case method of instruction and use of simulation techniques. Skills in administrative practice was another part of the program mentioned by Enns. These skills include supervision of instruction, the management routines related to office procedures, experiment, and legal matters.

Certain competencies concerning the technical aspects of school administration were suggested by Culbertson. They included understanding of staff personnel administration, business management, school finance, learning theories and instructional methodologies, school community relations, student personnel administration, curriculum construction, school housing and school law. The related disciplines which can help to develop the understanding of the technical aspects of the school administration were administrative science,

economics, educational philosophy, sociology, psychology, architecture, and history.

A major criticism against the competency-based approach for the preparation of school administrators was made by Richard Andrews, a professor of educational administration at the University of Washington. He viewed competency-based programming as "situational" in orientation. In fact, the competency-based approach prepares the school administrators for specific skills. If this is true, what works in one situation will not necessarily work in another. Hence, Andrews concluded that if training programs with theoretical bases are developed, the probability of producing people who will prove to be successful will be maximized.[1] Andrews criticized the competency-based approach because that model conveys the belief that the most competent administrator is the one who concentrates on a variety of technical skills without regard for the conceptual content. To prove his point, he referred to McCleary's 70 competency statements for the principalship in which there were 53 technical, 12 human, 4 technical/conceptual, and only 1 conceptual skill. He concluded that the primary purposes of administrator education ought to be to create conditions such that the young educator can question, test, and provide alternatives to entrenched educational values.[2]

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[1] Richard L. Andrews, "Lethal Assumptions of Competency-based Programs", UCEA Review, September, 1974, p. 11.

[2] Ibid. p. 18.

Kerr and Craigmile who supported the competency-
based programs for preparing educational administrators
defended their positions by stating that this is the age of
accountability and that the earlier mistakes in educational
administration should not be repeated. They also indicated
that contrary to Andrews' view, in the competency-based
approaches to preparing school administrators, beliefs
derived from a theoretical approach are not entirely dis-
carded; rather, in this approach, the system model is used
which provides an appropriate theoretical base for the devel-
opment of competency-based programs. Kerr and Craigmile
indicated that competency-based programs should provide more
flexibility than the traditional programs. This will lead
to more alternative routes to achievement of specific com-
petencies, while duplication of instructional effort will
be avoided when a student already possessed a given com-
petency. They also claimed that if a theoretical approach is
designed to enable one to adapt one's behavior to a given
situation, then a competency-based approach will demand that
this flexibility be demonstrated in a simulated or actual
situation.[1]

To summarize the major differences among the theory-
based and competency-based models, one may say that theory-
based models emphasize the "totality of school administration",
and that the world of administration should be viewed as a

[1]Ibid. p. 19.

"whole"; while competency-based models emphasize "task analysis" -- identification of various tasks of the school administrator, and development of specific skills to accomplish specific tasks. In theory-based models, emphasis is on the development of the prospective administrator's _general_ conceptions of human beings, organizations, roles, societies, values, goals, and politics; while in competency-based models, emphasis is on the development of _specific_ conceptions of roles, organizations, goals, etc. In theory-based models, interrelatedness among all elements of school administration is emphasized; in competency-based models, each administrative problem area alone is of great importance. According to theory-based models, the school administrator is expected to think abstractly and imaginatively through developing conceptual skills mostly drawn from theories of several disciplines; while to competency-based models, technical skills and educational know-how of the prospective school administrator should be developed.

Multi-Disciplinary Programs

The multi-disciplinary approach prepares prospective administrators to work with both general and specific problems which exist in educational administration. Hills' recommendations for preparation of the principal was one type of this model. Hills suggested that preparation content should be selected from areas which contribute to the development of generalized conceptions of human beings,

organizations and societies. For this purpose he recommended that content from the social-behavioral sciences should be selected. He also emphasized the acquisition of educational as well as administrative knowledge. Hills suggested that school principals need to be well-prepared in areas such as socialization, developmental psychology, learning theories, cultural variability, instructional methods and materials, and curriculum development. To improve understanding in these areas, different content from different disciplines should be added in the preparation programs. He also indicated that the development of critical, analytical, problem-solving and communication skills should be a major factor in the preparation program of school administrators. Selected theories from different disciplines can help to enhance the prospective administrator's ability of these skills.

Pohland and Blood's model of preparation is one of the most comprehensive models of the multi-disciplinary type. In all phases of that preparation model, principles of flexibility (student-centeredness) and comprehensiveness (affective and cognitive domains) are used to improve abilities, backgrounds, and needs of the prospective school administrators. The cognitive and effective domains in administrative behavior, the context in which such behavior is evoked, and the skills needed to react intelligently are elements of that model.

According to Pohland and Blood's model, educational decision-making is affected by certain major contexts. They

are the political context, economic context, cultural context, institutional context, and the individual context. To help the educational administrator to develop understanding of these contexts, the preparatory programs should include selected areas from political science (mainly politics in education), economics, anthropology (mainly educational anthropology), sociology, administrative theory, and psychology. Content selected from the humanities and the areas which can develop communication skills of the prospective administrators were also suggested by Pohland and Blood to be included in the preparation program.

The multi-disciplinary approach was also used by McNally and Dean's model of preparation program. In that model, in addition to a broad undergraduate program and professional education preparatory for teaching, the knowledge fundamental to education, organization of education, school curriculum and instruction, pupil and staff personnel policies, administration of funds, and conceptual, technical, and human relations skills were also suggested. For developing these skills, content from various areas including political science, anthropology, sociology, philosophy, psychology, and theories related to administration and human relations were suggested.

Another model of preparation in which the multidisciplinary approach was used was the model proposed by Downey. In that model, development of understanding of the processes of administration, forces in the administrative

setting related to the political, economic, cultural, institutional, individual issues, and general organizational tasks such as finance, physical facilities, public relations, staff and personnel management were suggested. To help the prospective administrator to improve his skills in these areas, content from social science, behavioral science, and the humanities should be selected and included in the preparation program.

The multi-disciplinary approach to the preparation of the school administrators was used in the model designed by the National Society for the Study of Education. In that model different curriculum areas related to the development of understanding of administrative processes were suggested. These processes were decision-making, communication, change, and morale-building. Scientific content from psychology, sociology, political science, as well as philosophical concepts from the humanities were recommended to be included in the preparation curriculum.

Enns used the multi-disciplinary approach for the preparation program. Concerning the content of the program, he indicated that materials ranging from the humanities to the social sciences, from the philosophical-conceptual to the purely technical-managerial should be included in the program. These content areas should be designed to improve the administrator's personal insights and skills, his administrative practice, and administrative theory. To improve these skills and insights, Enns suggested that appropriate

topics from the social sciences, organization theory, theories of power and authority, theory of change, supervision of instruction, legal matters, and comparative studies should be included in the preparatory program.

Snyder, in his model of preparing educational administrators, proposed a two-year program of preparation with emphasis on the multi-disciplinary approach. That model included "foundations of administration" and "toward institutional specialization". Topics suggested for the foundations of administration included mathematical foundations, information processing and computer technology, simulation and gaming, laboratory and field experimentation, and organization. Major content areas to develop understanding in these areas included probability theory; statistical theory; decision theory; linear, nonlinear, and dynamic programming; nature of computers and computational aids to decision-making; information processing systems; decision games; research techniques; nature of organizations; organization-environment relationships; organizational theories; political and human relations; core disciplines such as generalizations from psychology, economical and political science; content areas related to decision-making, problem-solving, system analysis, conflict and change.

For institutional specialization, Snyder suggested that the prospective administrator should be helped to improve his skills in education, business, and government. The topics recommended for these purposes included the

nature of formal education, institutionalization of education in complex societies, school and school system as social organizations, application of organizational theories and knowledge, the nature of learning, decision-making in the schools, budgeting, collective bargaining, evaluation of students, and teaching technologies.

Reller used a multi-disciplinary approach in his comprehensive program of preparing administrators. He recommended that all prospective administrators should have a thorough knowledge of the contribution of various disciplines which relate to administration. He suggested that educational administrators need a high level of competency in knowledge, technical skills, conceptual ability, and human (leadership) skills. The major content areas recommended by Reller included historical and philosophical backgrounds and sociological conditions of the society, human growth and development, the processes of education, theory and practice of administration and organization, the behavioral sciences as related to the understanding of both the individual, research design, government, change, decision-making, communication, and basic knowledge drawn from the behavioral sciences.

In Walton's model of "The Education of Educational Administrators" a broad educational background in the humanities, social sciences, and the natural sciences, as well as specific content areas were recommended. These latter areas included seminar in administration, including

selected readings from literature and philosophy; theory of administration; comparative administration; management; psychology of groups; and the social role of administration; social sciences, including government, public finance, and seminars in social organization; literature on education, including educational problems and issues; and results of the research literature of modern education.

In the UCEA study various disciplines are recommended for use in preparation programs. In that study four content areas were suggested. They included: (1) content from the humanities to help the prospective administrator to develop understanding of basic human values which are directly related to the purposes and processes of educational institutions and to the human conditions affecting these institutions; (2) content areas which illuminate projected trends in society and which highlight alternative educational and societal futures; (3) content selected from the disciplines of political science and economics with emphasis upon the issues surrounding "economic rationality" vs. "human relations rationality", systems analysis, operations research, the use of technology in research, and financing educational enterprises which are intimately related to economic thought; and (4) content related to organizational behavior and processes particularly selected from the well-known classics such as those produced by Frederick Taylor, Chester Barnard, Herbert Simon. Other major content recommended to be included are: theories and research findings produced by

social scientists selected from sociology, psychology, social psychology to enhance the prospective administrator's understanding on the basic processes such as decision-making, communication, motivation, change, planning, and organizational behavior.

Instructional Approaches

Teaching and training methods such as lectures, seminars, independent study, laboratories, as well as materials such as case studies and simulations to be used in preparing school administrators are discussed in this part.

Based on the data presented in the review of the literature, the most comprehensive study related to the instructional approaches for preparing educational administrators was conducted by UCEA. In the UCEA study, the major responsibility in pursuit of knowledge and learning remains with the student. Over-reliance on lecture-textbook and note-taking methods is rejected. The UCEA study identified certain guidelines with regard to appropriate instructional approaches in preparatory programs. They are: (1) establishment of learning teams made up of students pursuing differing educational careers such as elementary principals, secondary principals, personnel administrators, and superintendents. (2) Independent study arrangements in which students can pursue their interests and motivations in situations where professors and students are co-learners. (3) Reality-oriented techniques such as case studies,

simulation and games which can provide valuable tools not only for the exploration and understanding of values which shape decisions, but also for the testing of the theoretical concepts against the facts of administrative life. (4) Field-related experience such as internships, field visits, and practicums.

In addition to the instructional approaches currently used, AASA suggested certain other methods to be used in a preparation program. Some of the major methods mentioned are: (1) to expose the student to the content of the field of educational administration through a large number of experiences encompassing all of the major areas of responsibility; (2) to develop the capacity for leadership in each individual by freeing the students to plan, organize, and execute their own learning experiences, with faculty members serving in a consultative capacity; (3) to provide a learning laboratory in human relations, where the difficult lessons of group processes can be learned in a realistic setting; (4) to use techniques such as role playing, brainstorming, and demonstrations, which are followed by a study of process itself; (5) to provide decision-centered activities such as in-basket activities, case discussions, and on-the-job learning; (6) to provide internship arrangements with the help of a supervising professor for placing the interns, orienting the sponsoring administrators, overseeing the day-to-day activities, and holding a weekly seminar for the interns.

In Pohland and Blood's model of preparation program three major steps (technical learning, field experience, independent study) were identified as necessary for the prospective educational administrator. For each of these steps a certain instructional approach was recommended. Regarding the technical learning, which implied mastering a body of knowledge, formal course work was suggested. Field experience, which was intended to bridge the gap between theory and practice, was to be fulfilled through carefully selected and directed internships. Independent study and research was recommended to be done with the help of the faculty members.

Field-Related Experiences

This component, which is partly discussed in the previous section on instructional approaches, is related to the kinds of contacts such as internships and field-work which students in the pre-service program are required to have with administrative reality and practice. According to the data presented in the review of the literature, some type of field-related experience was suggested in almost all of the preparation programs.

Based on the study made by UCEA, the current program related to field experiences such as internship, field visits, practicum and the like should be improved in quality. The UCEA study suggested three main guidelines to make field experiences more meaningful to the prospective school

administrators. First, field-experiences should be used throughout the period of preparation to promote interaction between theory and practice. Strategies should be designed to provide opportunities to observe and examine administrative processes, to study relationships between the purposes of school systems and community needs and problems, to test and apply theory and research in leadership settings, to observe outstanding leadership behavior, and to prepare case materials. Second, alternatives to the traditional dissertation requirements for graduation should be sought. It was stated that since the major function of the prospective administrators is to act toward the end of improving the quality of education, their education should be directed to improvement of action within a context of applied decision-making. Alternatives suggested to dissertation writing include supervised internship programs complemented by independent study, and seminar activities and group development projects oriented toward defining policy problems in selected districts and toward projecting alternative strategies designed to help resolve these problems. Third, multiple opportunities for learning about leadership should be provided by different institutions involved in education. Examples of these opportunities include private-sector sponsored and managed learning activities, research and development activities in school districts, and situations in which leaders are involved in controversial decisions and in confrontation activities.

According to the AASA study, field-experience was considered one of the three major phases of the preparation program for school administrators. For field experience, it was suggested that the student should be placed in a school system under a capable superintendent or other administrator who is responsible for guiding him/her through a series of experiences representing all major aspects of the job to be learned. A supervisory professor should have responsibility for placing the interns, orienting the sponsoring administrators, overseeing the day-to-day activities, and holding a weekly seminar for the interns.

In Walton's study, it was recommended that during the second year of preparation the student should be engaged in more practical pursuits, either as an intern in educational administration, or in the completion of projects designed to solve practical problems. In both cases the student should be under the direction of practical men whose experience would be of more value than the knowledge of the academician, although the latter should continue to be responsible for scholarly information and research methods.

Internship or direct experience constituted one of the major characteristics of the preparation program in Reller's study. Reller suggested three types of internship experience for all the candidates. The first type is especially designed for those who have no previous experience in a school other than as a student. In this case the student should be provided with a wide variety of experiences with

limited time devoted to any of specific area. The second
type of directed experience is focused on the development of
the human skills. In this case the student should work with
others, work as a member of a research group, taking leader-
ship of the group in various situations. The third type of
the directed experience should take place when the student
has completed his formal program. This part of the program
should extend over one or two years. During this period the
student should be a full-time special employee of a school
system or other agency with responsibility for a research
or in-service development project.

According to Hills' approach for preparing school
administrators, students should be involved in an internship
of at least a year's duration with a very carefully selected
administrator. Hills claimed that the most important deter-
minents of administrative success are beliefs, attitudes,
values, and interpersonal orientations. He recommended that
the best way to acquire such things is through close associ-
ation with someone who already possesses and exemplifies
them.

Student Research

This component implies the necessity of research as
a part of the preparation program. Based on the data pre-
sented in the review of the literature, almost in all of
the models and studies some type of research by the students
is required. However, there are differences among the

studies regarding the amount of emphasis put on research as a part of the preparation program. For example, in the UCEA study, it was suggested that alternatives to the traditional dissertation requirements for graduation should be sought. UCEA recommended that the dissertation requirement should be maintained for prospective researchers in educational administration and that they should require even more sophisticated approaches to the advancement of knowledge than are currently being used. In Reller's study, research was considered one of the major parts of the preparation program. Reller recommended that research should be concentrated on the problems of administration and related matters. In his three-year preparation program, Reller recommended that during the second year basic knowledge and skills essential in planning and conducting research should be emphasized. The third year should be largely devoted to research. Concerning the foreign students in the preparation program, he suggested that research should be conducted on problems pertaining to education and related services in developing countries.

In Pohland's study, research constitutes the major part of the last phase of the preparation program. In that study, after the completion of the course work and field experiences, students are required to do research on problems related to education.

PROGRAM STRUCTURE

The program structure of the framework is related to the organization of the various elements which comprise the pre-service program. The core, sequence, and the duration of the curriculum elements in the preparation programs are analyzed. The relationships and balance among and between the various elements within the context of the preparation programs are also analyzed. For the purpose of this research, seven specific studies which have been reviewed in chapter II are selected and discussed. These studies are the UCEA study, the AASA study, the Walton study, Reller's study, Snyder's study, and Pohland and Blood's study.

In the UCEA study, both integration and flexibility were recommended to be considered in the structure of the preparatory program. Integration in program components allows the subsequent induction of new management technologies and specialization within the field of educational adminis-tration, and flexibility in program content encourages the students to achieve self-direction in learning. For both of these purposes, five guidelines were suggested. First, the program for preparing educational administrators should be differentiated more clearly from the program designed for preparing researchers, synthesizers, and developers. Second, all program elements should be structured on the basis of some common objectives. Third, development of an awareness of value changes in society and the influence of special

interest groups should be of great importance in the program. Fourth, knowledge acquisition should not be the only aim of the preparatory program; development of creative uses of knowledge in diagnosing and in seeking solutions to educational and social problems should also be an important consideration. Fifth, because of the differences in the candidates' educational backgrounds, individualization of instruction should be a part of the program.

Heller emphasized the importance of the structure of the preparation program. He believed that a statement of purposes is the major ingredient in a program of preparation. To attain the stated purposes, he suggested that the program should include semester projects as part of classwork, extensive use of resource persons, seminars in educational problems, simulated materials, group research projects, field experiences, theses and dissertations. A typical administrator preparation program, Heller recommended, should include the depth area mainly in administration and supervision; collateral areas from educational psychology, curriculum, guidance, historical and philosophical foundations; interdisciplinary courses from different areas; practicum in administration and/or internship.

In the AASA study one semester of work selected from cognate disciplines, and three other phases of work were recommended. The cognate fields included 15 semester hours of work considered as the foundation of preparation program upon which the three-phase program in educational adminis-

tration is built. After completion of the cognate work, the
student should start the first phase, the admission core.
The admission core, 9 semester hours of work, is designed for
various purposes ranging from getting a large amount of infor-
mation about the student to helping him to make progress
toward developing for himself a consistent philosophy of
educational administration. Much of the screening of the
candidates should take place in this phase of the program.
The second phase of the program, 20-30 semester hours of
advanced studies is designed to improve the student's in-
sights on the administrative skills, instruction, group pro-
cesses, the community, decision-making, human relations, and
theory. The third and the final phase of the program con-
sists of 9 semester hours of on-the-job learning which should
take place in the field under the supervision of a capable
educational administrator.

In Walton's model of preparing educational adminis-
trators a four-year undergraduate background in liberal edu-
cation is recommended as a prerequisite for entering the
program. The model includes a two-year preparation program
in advanced study. The first year of advanced study (about
24 semester hours) includes three semester seminars in social
sciences, a year-long seminar in administration, a semester
seminar for the government of education and a year-long semi-
nar in the literature on education. During the second year
of the preparation program, the student should be engaged
in more practical pursuits, either as an intern in educational

administration, or in the completion of projects designed
to solve practical problems.

Reller, in his model of preparing educational admin-
istrators, identified five characteristics of the program.
The first characteristic is the core program. Courses in
this area, which are dispersed in a number of disciplines,
constitute 40 to 50 per cent of the program during the first
year of preparation. In this period attention is given
specially to matters of basic values, theory of administra-
tion, organizational structure, leadership, change, decision-
making and communication. The second characteristic, the
area study, should be covered largely during the first year
of preparation. Area study is designed for the student to
select one of the developing countries and study political
science, sociology, education, and anthropology as related
to the area in question. The third characteristic, speciali-
zation, which is a part of the second year of preparation,
includes understanding of those aspects of administration
and skills which are unique to education. Work in the area
of specialization would extend throughout the duration of
the program. Research, as the fourth characteristic, is
concentrated on problems of administration. This part of
the program starts from the second year of the preparation
program and extends to the third year. The third year is
largely devoted to research. The fifth and final character-
istic, internship or directed experience, is designed to pro-
vide the prospective school administrator with a wide variety

of experiences, practical skills in human relations, and
directed experience following the completion of the formal
program.

Snyder's model of preparing educational administration
is structured on the basis of two phases. First, founda-
tion of administration, which should be covered during the
first year of preparation. During this period of the program,
the student would be engaged in intellectual activities such
as studying basic tools and techniques, core disciplines, and
interdisciplinary approaches. During the second year of the
preparation program, which is directed toward institutional
specialization, the student will be provided a general frame-
work for an understanding of organization in administration.
This part of the program will run simultaneously and will
include business, government and education.

In Pohland and Blood's tentative model of a prepara-
tion program, three phases of time for mastering various
skills are determined. During each phase, certain emphasis
(high, moderate, low) is put on either technical learning,
field experience, or independent study which are deemed
necessary for effective school administrators. Early in
the preparation program (phase I) the student should be
engaged primarily in mastering a body of knowledge through
formal course work. In this phase, emphasis is upon obtain-
ing a theoretical understanding of the content designed
in programs; emphasis on the field experience and independ-
ent study is low during phase I. During phase II, emphasis

on field experience should be maximized through carefully
selected and directed internships. This part of the program
is intended to provide the trainee with the opportunity to
apply theory and research to practice, as well as getting
the immediate socialization experiences within the real
world of work; emphasis on formal course work should be low
and on independent study moderate. During phase III, which
is the culmination of the preparation program, emphasis
should be on independent study and research, while emphasis
on course work and field experience should be low.

RECRUITMENT AND SELECTION

The identification and recruitment of potential
candidates for the pre-service preparation program of educa-
tional administrators is one of the most important tasks
which should be planned and accomplished very carefully by
any university or the institution engaged in the preparatory
program. For the purpose of this research, five studies
from the review of the literature are selected and discussed.
They are: the UCEA study, Houseman's study, Reller's study,
the AASA study, and Heller's study. In these studies the
candidate's requirements for admission such as teaching
experience, educational background, and the processes of
identification are examined.

The UCEA study presented certain guidelines for re-
cruiting the best candidates to the administrative prepara-
tory programs. These guidelines were as follows: (1) More

effort is needed to recruit talented persons into the program. (2) In selection of the candidates, more attention should be paid to the younger, less experienced educators, as well as the candidates with training or experience in areas other than education. (3) To attract the best candidates, financial assistance to the students should be increased. (4) Greater involvement of practicing administrators in the recruitment of candidates is needed. (5) More rigorous intellectual screening standards should be implemented. (6) In order to increase the validity of the successful administrative performance on the part of the applicants, more improved and intensive screening devices should be utilized.

Based on the study made by Houseman, the availability of well-qualified competent candidates should be a shared responsibility of the universities that prepare prospective administrators and the school districts which employ them. The major criteria for selection suggested by the study were: (1) recommendations by the school districts as well as the recommendations made by the college staff members who work closely with possible candidates for more sound selection; (2) interviews with a minimum of three staff members; (3) academic ability of the student should have a significant role in recruiting students. The grade point average should be used more effectively; (4) for the screening purpose a battery of objective tests should be used. These tests will examine the candidate's ability and predictive potential in

intelligence, the individual's behavior pattern associated
with leadership, health and energy capacity, skills of syn-
thesis, of organization, of application, and decision-making,
and tests of the functional content of administration; (5)
an admission committee of five or more members should examine
all the evidence including test data, interview ratings,
academic ability, and the recommendations from school dis-
tricts.

According to Reller's study, there are five sources
from which candidates for preparation programs should be
recruited. These sources are (1) educational administration
including principals of schools, assistant superintendents,
and directors of services; (2) teachers; (3) holders of
bachelors or preferably the masters degree with a major in
one of the behavioral sciences; (4) public administrators
including assistant city managers, assistant directors of
planning, and junior administrators in various public ser-
vice areas; (5) junior administrators and directors of ser-
vices in ministries and provincial governments of newly
developing countries. Reller indicated that those who are
selected for admission to a training program should be
between the ages of 22 and 35. Intellectual achievement,
intelligence, and leadership promise should be the most
important criteria for selection.

Based on the study conducted by the Amercian Associ-
ation of School Administrators, a typical pattern of ad-
mission procedures for preparation program is three years

experience as teacher, recommendations, satisfactory prior academic record, satisfactory record on scholastic aptitude test, and satisfactory completion of an introductory course. According to an AASA study intended to determine the best devices for recruiting the best candidates for preparation program certain criteria were identified. They were academic record, successful teaching experience, leadership, recommendations, satisfactory personality, successful experience, tests (unspecified), nature of student's motivations, goals, values, ability to work with people, and intellectual criteria.

Heller listed 10 criteria for the selection of students into a program of the preparation of school leaders. These criteria included (1) intelligence, (2) personal standards, (3) broadness of undergraduate liberal education, (4) scholastic achievement, (5) knowledge in professional education fields, (6) excellence in master's studies and in theses work, (7) professional experience, (8) references, (9) standardized test results, and (10) administrative potential.

DEPARTMENTAL FUNCTIONS AND STAFFING

Implied in this component is the various faculty members and specialists needed to staff the preparation, services provided by the department of educational administration and departments other than the department of educational administration, and the task analysis in the pre-

service program. Reller, in his model of a preparatory pro-
gram stated that the success of the program would be greatly
affected by the quality of men who enter it, as well as the
competency of the special staff selected to direct it. He
proposed that in addition to the help sought from the other
departments, the special staff should consist of a director
who has training and experience in educational administration.
He should be assisted by three staff members who should be
selected respectively from the disciplines heavily involved
in the core program. A research design specialist and a
member responsible for planning and directing area and field
experience should also be added. These six should devote
their full time to the development of the program and to
carrying it through.

Departmental functions and staffing was also dis-
cussed in the UCEA study. UCEA recommended that in helping
students to plan learning experiences designed to enable
them to understand societal needs and their implications for
educational purposes, professors will need to draw upon the
total resources of the university. Another recommendation
was that professors of educational administration will need
to develop the indepth specialization needed to illuminate
organizational dynamics and leadership processes bearing upon
and inherent in educational administration. Still another
recommendation was that professors who are specialized in
significant problem areas (e.g. teacher militancy) which are
related to school administration should be added to the

teaching staff.

In the model of preparation developed by the American Association of School Administrators, great emphasis was put on the human resources needed for a good program of preparation. In that model a strong faculty with demonstrated competencies in scholarly pursuits, in teaching, and in the practice of educational administration, together with adequate libraries, laboratories, materials centers, and adequate space for classroom and offices are recommended. Hills also had an interesting proposal regarding an appropriate program of preparing school administrators. He proposed that some members of the departments of the educational administration should hold joint appointments, serving both as professors and as school administrators.

SUMMARY

The findings of this study are based on the review of the literature presented in chapter II, and its analysis in this chapter. The findings of the study include three major areas. First, the common educational goals and objectives in the United States and Iran are identified. Second, the common elements of the duties and responsibilities of the educational administrators in the two countries are identified. Third, the major elements of a comprehensive preparation program which can be used in either country (particularly in Iran) are suggested.

Common Elements of the Educational Goals and Objectives in
the United States and Iran.

Data presented in the review of the literature indi-
cated that the goals and objectives of education in the two

countries are very similar. There were some differences in

the terms used to explain or to define each goal, but the

general nature of the goals were, more or less, the same.

The differences which existed, however, could be traced in

the order of priorities of the goals and objectives of educa-

tion in the two countries. Taking "Command of fundamental

processes" as an example, both countries emphasized reading,

writing, and arithmetic as a major goal of education. But,

perhaps because of a higher rate of illiteracy, Iran put

greater emphasis on reaching this goal. Or, perhaps because

of industrialization and automation, which allow more leisure

time for the people, "Worthy use of leisure time" was de-

clared as a major goal of education in the United States

about sixty years ago; while the concept of the best use of

leisure time started to be talked about very recently in

Iran.

The following common goals and objectives were identi-

fied from the review of the literature:

Command of fundamental processes -- both in Iran

and in the United States, reading, writing, and arithmetic

were considered one of the first major goals of education.

Other skills included under this topic were group processes

skills, human relations, and decision making skills.

Physical and psychological development -- personal and social efficiency were believed to be based upon bodily health and development. Physical education was considered one of the effective means to meet this goal in Iran. The Ministry of Education in Iran launched a new program of physical education in 1976-77 academic year. In this program, all elementary and secondary students were obliged to do physical exercise in their schools before they began their routine academic activities in the morning.

Home, family, and culture -- importance of "home" and "family" was emphasized increasingly as one of the major goals of education in both countries.

Vocation and economics -- developing the ability of students to be responsible for their own welfare, as well as contributing to the welfare of others, was implied in this goal. Because of manpower shortages in Iran, students get vocational training a few years sooner than the American students.

Ethical character -- integrity, avoidance of crime, delinquency, and personal biases were the other goals of education mentioned under "ethical character". Possession of ethical standards were considered crucial for the individuals. Both in Iran and in the United States, it was believed that school alone cannot ensure meeting this goal; society also should share this responsibility with school. However, the critical role of school in reaching this goal was emphasized.

Development of social and political understanding --
according to this goal, each individual should contribute
his/her role as a member of society in which he lives. Prepa-
ration of the youth for their active involvement in the social
and political activities was considered one of the goals of
education in both countries.

Common Duties and Responsibilities of the School Administrators In the United States and in Iran.

On the basis of data presented in the review of the
literature, there were many common duties attached to school
administration in both countries. However, the setting and
climate in which the school administrators operate in each
country were somewhat different. For example, the duties
and responsibilities of the school administrator in Iran were
determined centrally by the Ministry of Education which are
the same for any given administrative position throughout
the nation. This is different in the case of the United
States where all duties attached to school administration,
although very similar in all school districts, were deter-
mined at the local level by the boards of education. In
other words, educational administrators in the United States
work in a more decentralized system of eudcation, while the
Iranian school administrators work within a system which is
at the early stages of decentralization.

Data presented in the previous chapter indicated
clearly that both Iranian and American educational adminis-

trators had the following categories of common duties and responsibilities:

1. Communication -- The effective shool administrator should establish good communication channels to reach his/her subordinates, superordinates, community, and students. Through formally established and informal communication channels, the administrator should get to understand the differing public interests in education. It is through ful-filling this duty that the administrator can articulate the role of education in the modern society and its potential for contributing to improved community life.

2. Establishing priorities -- integrating all of the edu-cational goals and objectives established by the responsible agencies into the school system and formulating policies to meet those goals were a major responsibility of school admin-istrators.

3. Procuring necessary budget to run the school system -- based on the priorities among the educational goals and objectives, the school administrator should plan and allocate resources for the different activities.

4. Professional improvement -- school administrators should take the leadership role in the professional improvement of the staff. Improving classroom instruction was considered one of the major duties of any school administrator.

5. Program evaluation -- continuous evaluation of the over-all outcome of the educational activities under the super-vision of each administrator was another responsibility of

the school administrator. Feedback resulting from evalua-
tion enables the administrator to become more efficient and
the school system more effective.

Major Elements of a Comprehensive Preparation Program for Educational Administrators.

The major elements drawn from the analysis of the
data, which are needed in an adequate preparatory program
include: (I) program content, instructional approaches,
field-related experiences, and student research, (II) pro-
gram structure, (III) recruitment and selection of students,
and (IV) departmental functions and staffing. Findings
related to each of these elements follow.

I. Program content, instructional approaches, field-related experiences, and student research.

Program content for the
preparation of the school administrators should be designed
to improve three major skills. They are conceptual skills,
technical skills, and human relations skills:

Conceptual skills -- to develop the prospective edu-
cational administrator's conceptual skills, appropriate
contents related to certain areas should be used. Included
among them are:

1. Administrative processes which include decision-
making, communication, and change. Regarding decision-making
concepts and theories related to individual, group, organiza-
tion, power, authority, and community should be selected.
Since decision-making is affected by political, economic,

cultural, social, institutional, and individual contexts,
preparatory programs should include pertinent content from
politics of education, economics and education, educational
anthropology, sociology, administrative theory, and psy-
chology. Concepts from the humanities, mainly philosophy
and literature, should also be used to develop the student's
conceptual skills particularly insights related to the human
values, crucial dilemmas in administration such as manipu-
lation of personnel, use of power in choice, personnel ambi-
tion, blind obedience to authority, and law vs. conscience.
Regarding the process of communication, content areas should
include theories of organizational communication with special
attention given to opinion change, mass communication, informal
networks, and communication in small and large bureaucracies.
Content related to the concepts to describe and explain
communication processes and characteristics attached to
communicator, channel, medium, message, and communicatee
should also be added to the program. Regarding the process
of change, content areas should include dynamics of change
in relation to individuals, groups, organizations, and com-
munities. Specific attention should be given to such matters
as barriers to change, factors facilitating change, and
leadership and change.

2. Knowledge in curriculum and in all of the services
required in a program of modern education. Content areas
related to the psychological make-up of the children, youth,
and the adult. Content areas which can develop a strong and

consistent philosophical basis for action. Theories and concepts from the social sciences and the humanities should be selected for this part of the program.

3. Content from history and philosophy of education related to the historical relationship between society and the public school, philosophical stands contributing to historical and contemporary school practices, foundations for the development of one's own philosophy of education, and contents which can provide philosophical bases for present demands on the schools.

4. Content areas which can improve the student's critical-analytical and problem-solving skills. For this purpose, selected theories from different disciplines should be included in the preparatory program.

Technical skills -- major technical skills identified from the analysis of the literature include business management, school finance, staff personnel administration, curriculum construction, learning theories and instructional methodologies, student personnel administration, school housing, instructional materials, school law, collective bargaining, and evaluation of instructional efforts. Mastery in these skills will enable the prospective administrator to organize instructional programs, to make budgets, to procure supplies, to project enrollments, to assist teachers with specific instructional problems, and to handle the day-to-day school problems. Content areas related to these skills should be selected from various disciplines including

literature on administrative science, economics, sociology,
psychology, educational philosophy, history, architecture, and
law. Pertinent content selected from the disciplines of
political science and economics should also be used to improve
the candidate's understanding on federal, state, and local
forces in education, and significance of economic concepts as
related to school administration and related matters.

Human relations skills -- a well-prepared school
administrator must understand people and how they work, live,
and get along with together. He must also be able to use
that understanding in getting the best out of people, indi-
vidually and in groups. Content areas should be used to
enable the prospective school administrator to initiate and
maintain positive human relationships with peers, superiors,
subordinates, and the community. Content areas should be
related to gaining familiarity with literature of human rela-
tions field, interpreting other persons as resources for
learning, seeing one's own behavior as other persons see it,
identifying and coping with one's own defenses, and content
related to gaining familiarity with sources of trained pro-
fessional help in establishing human relations programs for
staff. To improve human relations skills of the students,
content areas should include historical, political, and
sociological conditions of the society, behavioral sciences
as related to the understanding of the individual, psychology
of groups, content from the humanities to help the prospective
administrator to develop his understanding of basic human

values which are directly related to the purposes and processes of educational institutions and to the human conditions affecting these institutions.

Instructional approaches -- based on the analysis of the data presented in the review of the literature, the following recommendations can be made regarding instructional approaches of the preparation program:

1. Over-reliance on lecture-textbook and note-taking methods should be rejected.

2. Learning teams made up of students should be established.

3. Independent study and research for the students to pursue their interests should be arranged,

4. Learning laboratories in human relations, where the difficult lessons of group processes can be learned in a realistic setting should be provided,

5. Internship and on-the-job learning arrangements should be made,

6. In addition to the formal course work through lecture and discussion, reality-oriented techniques such as case studies, simulation, laboratory approach, computer-assisted instruction, learning activity packages, and gaming should be used.

Field-related experiences -- in almost all of preparation programs discussed in the review of the literature some type of field experience was deemed necessary in the pre-service preparation program. Regarding field-related

experiences the following guidelines can be deduced.

1. Field experiences should be used throughout the period of preparation to promote interaction between theory and practice.

2. Multiple opportunities for learning about leadership, such as situations in which the leaders are involved in controvercial decisions and confrontation activities should be provided by the school districts.

3. Field experience program should be a joint responsibility of the university and the school district. A capable functioning educational administrator should be responsible for guiding the student through a series of experiences representing all major aspects of the job to be learned. A supervisory professor should have the responsibility for placing the interns, orienting the sponsoring administrators, overseeing the day-to-day activities and, more important than the others, holding a weekly seminar to discuss and analyze the problem situations which the students face.

Student research -- major guidelines related to the student research deduced from the data are:

1. Prior to research activities, students should master skills related to techniques of research.

2. Research should be concentrated on problems of educational administration and related matters.

3. Student research should start after the completion of formal course work.

4. Students should develop operational expertise in research and evaluation of educational problems sufficient to interpret findings of research outside his school and make meaningful use of them in the development of school programs.

II. Program structure. As shown in the analysis of the literature, the nature of the content for mastering conceptual, human relations, and technical skills calls for a program structure which emphasizes both flexibility and integration in design of learning experiences. Flexibility in the program structure is needed in the areas related to the conceptual and human relations skills. This is because of differences in the educational backgrounds of the students and their individual needs in certain areas. This will improve their self-direction and self-initiative in learning. Integration and interrelatedness in the program structure is needed mainly in the areas related to the technical skills. This will lead to more specialization in the technical skills which are necessary in the field of educational administration. Based on the analysis of the literature, the following should be considered in the structure of the preparatory program:

1. Purpose and objectives of the program should be common and clearly stated.

2. Development of awareness of value changes in the community and different interest groups should be of great importance.

3. Knowledge acquisition should not be the only aim of the preparatory program; fostering creativity should also be the aim of the program.

4. Individualization of instruction should be observed in the program structure.

5. The gap between theory and practice should be narrowed.

III. <u>Recruitment and selection of students</u>. Based on the analysis of the literature, the following guidelines should be used for the selection of potential candidates for the preparatory program:

1. Criteria of intelligence, academic background, leadership skills and performance in the undergraduate program, and the grade-point average.

2. Recommendations made by the college staff members and by the school district officials.

3. Use of battery of objective tests to examine the candidate's ability and predictive potential, and behavior pattern associated with leadership.

4. Knowledge in the professional education field.

5. Teaching experience. Teaching experience should not be too long; one to three years of experience may be enough. In selection of candidates, more attention should be paid to the younger, less experienced educators, as well as the candidates with training or experience in areas other than education.

6. To attract the best candidates; financial assistance to the students should be increased.

7. Interview.

8. An admission committee including the university professors and practicing educational administrators should examine all the evidences including test data, interview ratings, academic ability, recommendations, and related criteria.

IV. Departmental functions and staffing. The following guidelines are made regarding the staffing of the program and departmental functions:

1. Various faculty members with different expertise from inside and outside the department of educational administration should staff the program.

2. Success of the program is greatly affected by the quality and competency of the staff selected to direct it.

3. Adequate libraries, laboratories, material centers, space for classrooms and offices are needed.

4. Functioning educational administrators should be added to the staff. If possible, some members of the department of educational administration should hold joint appointments, serving both as professors and as school administrators.

CHAPTER IV

A MODEL PREPARATION PROGRAM FOR IRANIAN
EDUCATIONAL ADMINISTRATORS

In this chapter a model preparation program for edu-
cational administrators for Iranian schools is presented. The
model developed is based on the findings presented in the
previous chapter. The model consists of four components
which are titled: (1) program structure and requirements for
graduation, (2) program content and instructional approaches,
(3) recruitment and selection of students, and (4) departmental
functions and staffing. Recommendations are also made for
future research and for the improvement of the general status
of educational administration in Iran.

INTRODUCTION

Effective administration at any level is little more
than making sound decisions to solve the numerous problems
inherent within the institution or to plan change and improve
the effectiveness of the institution. Educational adminis-
trators, like other administrators, face two types of deci-
sions. First are programmed or routine decisions which should
be made to solve daily and immediate problems. Proper han-
dling of these decisions or problems is the most apparent

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measure of the administrator's success on his/her job.
Second are non-programmed decisions, which do not happen
regularly, and which are usually made when social, political,
and economical pressures influence the operation of the in-
stitution. These types of decisions generally have more
impact on the future and long-range role of the institution.

Based on the findings of this study, it was concluded
that the school administrator should be equipped with two
types of skills in order for him or her to make both kinds of
decisions properly. These two skills are described as "tech-
nical" and "conceptual". Technical skill can help the admin-
istrator to cope with programmed and day-to-day problems which
arise in the institution. Task analysis and competency-based
approaches to the preparation of prospective school adminis-
trators seem to be the best way of equipping with technical
skill. The school administrator cannot live only with
"theory", leaving the daily problems unresolved. Above all
else, the school administrator is accountable to the super-
ordinates, subordinates, community, teachers, and the pupils
for their immediate problems and needs. The model of prepa-
ration presented in this chapter includes specific courses and
activities to meet the prospective administrator's need for
technical skill and competency. Among these skills are in-
cluded: School Law and Administrative Policies, Tests and
Measurements, Supervision of Instruction, School Principal-
ship, and Field Experience.

Technical skill alone cannot ensure the efficiency

of the educational administrator. This is especially true at
the top levels of administration. Competency in making pro-
grammed decisions can be inadequate given the rapid changes
which take place in methodology, administrative roles and
responsibilities, and in the objectives and goals which are
established for an institution. The educational administrator
needs "conceptual skill" to cope with all of these changes,
to be responsible to the social, political, and economical
pressures of the community. If equipped with adequate con-
ceptual skill, the school administrator will be able to per-
ceive the relationships among all of the elements involved
in a problem area which requires making a decision. It is
assumed that the candidate for the preparation program pre-
pares himself/herself for a life-time career. A theory-
based approach for the improvement of the prospective admin-
istrator's conceptual skills, coupled with a competency-based
approach for the improvement of technical skill, seems to
provide the best configuration for a preparation program.
Major theories of organization, administration, social systems,
values, and roles should be used to improve the candidate's
conceptual skill. The courses suggested in this aspect of the
model include: History and Philosophy of Education, Sociology
of Education, An Introduction to Educational Organization and
Administration, and Educational Leadership and Organizational
Theory. Other courses and activities are also suggested in
this model which can serve for the improvement of both the
technical and conceptual understanding of the prospective

administrator. These include: Learning and the Learner, Statistics and other activities related to student research, and Education, the Economy, and School Finance.

PROGRAM STRUCTURE AND REQUIREMENTS FOR GRADUATION

This component of the model includes duration of the curriculum elements, minimum semester hours, required courses and activities, and sequence of the program. Each element of this component is defined as follows:

Duration

This preparation program is designed for applicants who already have their bachelor's degree. It will take a minimum of two years for a student to finish the program.

Minimum Semester Hours

Students will take a minimum of 34 semester hours of course work, research, and field-related experience to complete the program. To meet the admission requirements, however, some of the students may have to take additional courses from among the courses offered at the undergraduate level.

Required Courses and Activities

The preparation program is structured upon five major elements. They include: (1) core program, (2) courses in educational administration, (3) comprehensive examination, (4) field experience, and (5) research. Each of them has certain characteristics which are described below.

1. Core program. The core program is directed toward the attainment of those knowledge, understanding, and abilities which are essential to any student of education. The core program consists of a minimum of 13 semester hours. Courses in the core program include but are not restricted to the following.

History and Philosophy of Education	(2 units)
Learning and the Learner	(2 units)
Sociology of Education	(2 units)
Statistics	(2 units)
Tests and Measurements	(2 units)
Techniques of Research	(3 units)

Most of the student's time during the first year of preparation will be spent on the core program.

2. Courses in educational administration. Courses and seminars in educational administration are designed to improve the student's knowledge of the field of educational administration. Fifteen semester hours of course work is suggested for this part of the program. Related courses include:

An Introduction to Educational Organization and Administration (3 units).

Educational Leadership and Organizational Theory (3 units).

School Law and Administrative Policies (2 units).

Education, The Economy, and School Finance (2 units).

School Principalship (3 units).

Supervision of Instruction: A Seminar (2 units).

This part of the program will be the major focus of study during the second year of preparation.

3. Comprehensive examination. After the completion of the core program and required courses in educational administration, the student will be required to pass an oral or written examination covering all areas both in the core program and the courses in administration. The student is expected to demonstrate his/her grasp of the courses which have been taken.

4. Field experience. The student is required to take 3 units of field experience to be fulfilled under the supervision of a competent functioning school administrator. This work is intended to bridge the gap between the academic course work and the real world of educational administration. This part of the program will be accomplished during the second year of the preparation program.

5. Student research. During the last semester of the preparation program, the student will be required to conduct a research study which is directly related to the problems of educational administration. Three units of credit will be given for research.

Sequence

The student will start the preparation program with the pre-requisite undergraduate courses already completed. The first and the second semesters will be focused on courses

from the core program; however, at least one course in the area of administration will be taken during that period. The third semester will be focused on the courses related to educational administration. The comprehensive examination will take place at the end of the third or fourth semester when the student has finished all the required courses. The last semester of the program will be spent on the remaining courses, field experience, and research; however, the student can start either field experience or research from the beginning of the third semester extending until the end of the preparation program.

PROGRAM CONTENT AND INSTRUCTIONAL APPROACHES

The courses suggested in this preparation program include two major parts, "a core curriculum" and "courses and activities in educational administration." Courses related to each and the instructional approaches recommended for each course are discussed.

1. Core Curriculum

Courses related to the core curriculum include History and Philosophy of Education, Learning and Learner, Sociology of Education, Statistics, Tests and Measurement, and Techniques of Research. These courses are usually offered in departments other than the department of educational administration. While taking these courses students of educational administration have the opportunity to get insight from other

disciplines and to be in touch with the students studying in areas other than educational administration. Major topics which will be studied will be decided by the related departments; however, some of the most relevant topics identified in the literature review are presented for each here.

History and Philosophy of Education. Major topics to be included in the History and Philosophy of Education course are:

    a. Historical relationship between society and the school.

    b. Philosophical stands contributing to historical and contemporary school practices.

    c. Foundation for the development of the student's own philosophy of education.

    d. Philosophical basis for present demands on the school.

Instructional approaches which are recommended include lectures, discussions, and oral presentation by the students.

Learning and the Learner. Topics of this course include knowledge in the field of child and adolescent, and psychology of learning with sufficient breadth and sophistication to:

    a. communicate intelligently with specialists in the field.

    b. use as one basis for the structuring of learning strategies in the instructional program.

    c. assist in understanding, coping with, and when appropriate, modifying the wide variety of behavior manifested by the students.

    d. provide a knowledge base for assisting other administrators and teachers to cope with student learning and behavior problems.

Lecture, active participation of students in class discussions
and oral presentations should be required as the instructional
approaches of this course.

Sociology of Education.   The purpose of this course should be
to help the prospective school administrator to achieve an
understanding of the effects on children of the socio-economic
milieu in which they live, and to develop a commitment to
making the school a medium through which children can maxi-
mize their background and talents.   Major topics of this
course, as drawn from the literature, should include:

    a. sociological bases for present demands on the
       educational systems.

    b. special problems of the poor.

    c. provisions needed to contact with person in
       his present physical, mental, and social condi-
       tion.

    d. social mobility.

    e. bases for capacity to anticipate future problems
       and the skills to understand policy and program
       issues related to these problems.

Lecture, discussions, and student presentations should be
used for teaching this course.

Statistics.   This course is intended to provide the student
with adequate background for the study of research techniques
and experimental design.   Development of ability to use
research statistics in the behavioral sciences is the major
aim of this course.   Before taking this course, the student
is expected to have a background in elementary statistics.

Some of the major topics to be included in this course are:

    a.   statistical procedures in measurement.

    b.   probability theory.

    c.   sampling theory.

    d.   statistical hypotheses.

    e.   introduction to experimental design.

    f.   t-distribution, chi-square distribution, f-distribution, and the related tests.

    g.   variance and co-variance.

    h.   regression.

Tests and Measurements.   Improper use of various kinds of tests by teachers cause many problems for the school administrator.   Acquaintance with tests will enable the administrator to help the teachers how to make and use tests properly.   This course is intended to gain (1) knowledge and skills that are necessary for the development of valid education measures, and (2) knowledge and competencies that are required for proper interpretation of informal and standardized tests.   The major topics which should be included in this course are:

    a.   basic concepts on measurement and evaluation in the educational process.

    b.   development of educational measures.

    c.   standardized measures.

Techniques of Research.   This course is intended to develop the student's operational expertise in research and evaluation of educational problems sufficient to:

a. interpret findings of research outside his school and meaningful use of them in the development of his school's program.

b. initiate, supervise, and interpret on-going evaluation of aspects of the instructional effort in his school and to use these findings to expand, revise, or suspend programs.

c. enable the student to conduct a research study aimed at discovering knowledge and finding solutions to educational problems.

II. Courses and Activities in Educational Administration

Courses and activities in the field of specialization, educational administration, include An Introduction to Educational Organization and Administration, Educational Leadership and Organizational Theory, School Law and Administrative Policies, Education, the Economy, and School Finance, School Principalship, Field Experience, Supervision of Instruction, and Student Research. Major topics and related activities concerning each course are presented.

An Introduction to Educational Organization and Administration. Developing general insight and knowledge regarding the educational scene, organization, management, activities, and problems is the aim of this introductory course. This course which can also be taken as an optional course by students majoring in areas other than educational administration, is intended to prepare students for more sophisticated courses in administration. Major topics which will be included in this course are:

Goals and objectives of education

The potential power of education

Public school organization -- Ministry, regional,
        provincial, and local units; their functions
        and relationships.

Centralized and decentralized school organizations
        (advantages and disadvantages).

Political, social, economic, and cultural factors and
        forces influencing school administration.

The process and components of administration.

Effective group skills.

Relationships between school administration and the
        administration of other organizations.

Informal and formal organization.

Characteristics of organizations.

Line and staff.

Definition of school administration.

The types of educational administrators.

The functions of the administrator.

The principles of management.

Authority and power.

The process of decision-making.

Programmed and non-programmed decisions.

The constraints of decision-making.

Decision levels in educational administration.

Individual and group decisions.

Concepts of communication.

Communication research related to educational
        administration.

Invention, innovation, and improvement.

How innovation takes place.

The school administrator as an innovator.

The requirements in school organization to enhance innovation; innovation, risk, and survival.

Mechanistic, bureaucratic, depersonalized and behavioristic organization models; the cooperative system.

Leadership and leadership styles.

Characteristics of groups.

Democratic school administration.

Human behavior in school organization.

Functions of the school boards at different levels.

School boards members.

School board and superintendent relationship.

The role of the Minister of Education, deputy ministers, superintendents, and elementary, middle, and high school principals.

The superintendent and the professional staff.

Characteristics of superintendency.

Future role and challenges of superintendency.

Organization and functions of the central office staff.

Organization of elementary, middle, and secondary schools.

Vocational schools.

Special services -- guidance, counseling, speech and hearing, medical and exceptional.

District organization for instructional leadership.

Curriculum organization, curriculum change, and textbook selection.

Evaluating learning and pupil progress; promotion and failure.

Criticism of public education.

Purposes of school public relations, school public relations, administration and techniques.

Definitions of science and scientific methods, and scientific approach to educational administration.

Theory, concept and theory-building.

Value of theory; what theory is and is not.

Some theories of educational administration.

Some descriptions of the administrative process.

Trends in organizational theory.

The instructional approaches to be used for this course include lecture, active participation of the students in class discussions, oral and written presentations by the students, films, case studies, and guest speakers.

Educational Leadership and Organizational Theory. The main objective of this course is to develop the conceptual understanding of the students regarding educational administration. Topics presented in this course are intended to make the student aware of general school organization and the place of the educational leader in that organization. In addition, indepth acquaintance of the students with organizational and administrative theories is the aim of this course which will equip them with the insight needed for long-range plans and decisions concerning the educational enterprises. Major topics suggested for this course follow.

Social systems theory as related to educational administration; the principles and concepts.

Values theory and educational administration.

Organization theory and educational administration;
the structure, functions, and principles of
organizations.

The similarities and differences between bureaucratic
organizations and educational systems.

Role theory and educational administration.

Decision theory and educational administration; the
steps in decision making including the appropriateness of individual decisions and group
decisions.

Leadership theory and educational administration.

Organizational management patterns; theory X and
theory Y, and uses in educational administration.

Organizational needs vs. human needs; role conflict

Management by objectives; purposes, uses for schools,
and goal setting

Task analysis

Effective human relations skills in educational
administration

Characteristics associated with leadership; authority,
power, and influence

Leadership styles and situations involving different
leadership styles and different decisions
for handling conflicts

The steps in planning; short range and long range;
change and innovation

The steps in conducting a needs assessment in educational programs

Current trends and movements in elementary, middle,
and secondary schools; instructional and
non-instructional

Employee selection procedures

Problem situations involving personnel

Situations involving interaction with community
groups; interest, education, others

Communication; elements and characteristics

Instructional approaches to be used for this course are lecture, class discussions, presentations, simulations, and case studies.

School law and administrative policies. This course is intended to meet the school administrator's immediate needs regarding the legal procedures in day-to-day school operation. Through taking this course, the prospective school administrator is expected to become well aware of major landmark decisions made by the courts (both the courts attached to the Ministry of Education and the courts related to the Ministry of Justice). Major topics suggested for this course follow.

Law provisions regarding the government and education

Organization of the court systems as related to the Ministry of Education and the Ministry of Justice

Functions of the courts

Types of the issues which are to be taken to each court system

Decisions based on custom and tradition

Police power and schools

Rights as related to the administrators and school boards, school districts, and individual schools.

Tort liability

Compulsory education

Admission and attendance regulations

Religion and schools

Student regulation and control

Teacher employment, criteria, and salary schedules

Legal aspects of school finance, property, plants
and construction

Private schools

Assignment and transfer of teachers

Tenure, leaves of absence, and retirement

Employee evaluation

Suspension and expulsion of students; truancy,
physical punishment of students

Instructional approaches to be used for this course include

lecture, simulation, discussions, case studies, written and

oral presentations, and guest speakers.

Education and economy. This course is intended to give the

student a background of the budget available to the Ministry

of Education by the government, its source, and the basis of

allocation to the various regions and school districts.

Through taking this course, the student is expected to gain

knowledge of methods and sources of finance sufficient to

influence intelligently the acquisition of resources through

routine channels, supervise responsibly the fiscal operations

in school, and apply responsibly available monies with full

knowledge of effects on the total financial picture of the

school. Additional major topics regarding this course include:

Relationships of the economy and education

Effects of economy on education and vice versa

Quality of education as related to the amount of
budget spent on education

Centralization and decentralization of financial operations and planning; advantages and disadvantages

Systems of financing schools at the government level, Ministry of Education level, and local level.

School budget procedures including program budgeting

Management procedures in specific school business operations -- accounting, purchasing, warehousing, operations and maintenance, food services, and salary schedules

Financial planning; short and long range

Techniques for implementing new programs; evaluation, cost-effect, feedback

The instructional procedures to be used for this course include lecture, oral and written presentations by the students to the class on specific topics, and discussions.

School principalship. A course on the school principalship is valuable for all educational administrators because goals and objectives of education should be realized at the school site level. This course will provide the prospective school administrator with skills to influence many of the conditions affecting instruction within a school. The major topics suggested for this course include the following.

Basic concepts concerning:

a. social systems theory

b. values theory

c. organization theory

d. role theory

e. decision theory

f. leadership theory

The principal and the staff as related to:

a. the potential sources of conflict

b. the identification of a variety of techniques dealing with varying expectations and conflict

c. cooperation

d. selection of staff; its orientation, assignment, improvement, and evaluation

The principal and the student as related to:

a. student-school values

b. student involvement in decision-making

c. the improvement of guidance services

d. the student and the school organization such as compulsory school attendance and discipline

The principal and financial-physical resources including:

a. accounting

b. school plant

c. improving facilities

d. systems approach to planning, programming, budgeting, and evaluating cycle

The principal and the community including:

a. causes for community concern

b. communicating with the community

c. programs in school community relations

The instructional approaches to be used for teaching this course should be lecture, case studies, oral presentations, class discussions, and guest speakers who are educational administrators.

Field experience. Changes in actual behavior are the only

valid clue to the success of learning strategies designed in

the preparation program for educational administrators.

Student field experience should finalize the success of learn-

ing strategies and bridge the gap between the theories pre-

sented in the classroom and the practice in the real world of

administration. To make the field experience meaningful,

the student will be assigned to a school district and be

supervised by a competent school administrator. The major

activities that the student will participate in during the

field experience follow.

> General administration -- participation in district-
> wide activities including the following
> areas:
>
> > a. personnel selection
> >
> > b. personnel administration
> >
> > c. auxiliary services
> >
> > d. staff development
> >
> > e. budget management
> >
> > f. development of class schedule and
> > master calendar
> >
> > g. board meetings
> >
> > h. administrative meetings
>
> Instructional and educational programs including:
>
> > a. supervising teaching performance
> >
> > b. evaluating teaching performance
> >
> > c. arranging conferences with teachers and
> > making suggestions for improvement
> >
> > d. participating in selecting instructional
> > materials

e.   conducting a staff development project

Principalship

a.   plan and conduct a faculty meeting

b.   assist in assignment of personnel

c.   work with one or more school community groups

d.   assist with school discipline and pupil conferences

e.   assist the principal in decision-making for the school

f.   administer personnel policies

g.   develop duty schedules for clerical personnel

h.   help the principal in developing the required reports

School finance and business administration

a.   review district budget and assist in developing certain programs

b.   assist in district and school budget development and administration of school finances

c.   assist with requirements and purchase orders, warehousing, and supply management

d.   assist with auxiliary services

Legal matters

a.   participate in legal decisions affecting the school, students, parents, and staff

b.   review local school and district policies and regulations

The university supervisor, the school administrator, and the student will meet and plan the field experience program which include the above activities.   The student will submit a

weekly report to the university supervisor and to the administrator supervisor. The problem areas should be discussed in the private conferences and during the sessions of the Seminar in the Supervision of Instruction.

Seminar in the Supervision of Instruction. This course should be open to those students who are currently involved in field experience or who already completed it. This seminar should have a dual purpose. First, it will be a chance to discuss and analyze the problems facing administrators when they implement the theoretical concepts learned during the formal course works. Second, it will help the student gain understanding of the practical features of supervision of instruction. The major guidelines and topics of this course will be:

    a. Analysis of the problems arising during field experience concerning the student relations with superintendents, principals, teachers, and the pupils.

    b. Presentation and analysis of the possible problems the students may face during their field experience.

    c. The historical development of supervision of instruction.

    d. The major objectives and effective procedures for the supervision of teaching performance.

    e. The supervision functions of the Ministry of Education, school district, and schools.

    f. Effective techniques for helping the different kinds of teachers.

    g. Effective techniques for working with groups of teachers to improve instruction and enhance staff development.

    h. Departmentalization of instruction within the school for better supervision of instruction.

    i. Appropriate procedures for conducting a teacher conference.

    j. Current and future challenges to supervision of instruction.

An instructional approach recommended for this course is team teaching, i.e., a university professor and a field administrator should run the seminar. Active participation of students in class discussions, and student presentations are recommended.

Student research. It should be noted that the emphasis of this training process is how to prepare educational administrators rather than educational researchers. However, the need for student research should not be overlooked, particularly in the case of Iran, where there are several administrative issues untapped and unidentified. The following guidelines should be followed in student research:

    a. Student research should be directed to problems of educational administration.

    b. Student research should be directed toward providing additional knowledge about educational administration in Iran.

    c. Student research should identify the major current problems in educational administration, establish order of priority, and find solutions for them.

    d. In some of the problem areas, research can be done by teams of students; this may increase the quality and validity of the findings. It will also improve the ability of working as a group member in a team.

RECRUITMENT AND SELECTION OF STUDENTS

Success of the preparation program partly depends upon the quality of the students who are admitted into the program. Heavy reliance on the traditional one-session written entrance examination cannot ensure the recruitment of quality students for the program; broader criteria should be employed. The following major guidelines should be used for the selection of potential candidates for the preparatory program:

1. A broad undergraduate liberal education with satisfactory grade-point average will be required.

2. Teaching and/or administrative experience of one to three years; attention will be given to the selection of younger and less experienced educators.

3. Use of objective tests to examine the candidate's predictive potential, behavioral pattern associated with leadership, and intelligence will be included.

4. Recommendations, including one from a field school administrator, will be required.

5. Interviews with a minimum of three faculty members will be conducted.

6. An admission committee including university professors and at least one competent field administrator will examine all of the evidence including test data, interview ratings, recommendations, and related criteria to select the best candidates from among the applicants.

DEPARTMENTAL FUNCTIONS AND STAFFING

Competency and expertise of the staff to direct the preparation program will greatly affect its success. In helping the students to plan their learning experiences the total resources of the university should be available to the professors. Cooperation of the other departments of the school of education, particularly in the field of core curriculum, is vital to the success of the program. The major guidelines regarding the staffing of the program follow.

1. To avoid any shortcoming in the quality and disorder of the program, there must be reasonable faculty-student ratios.

2. There must be a close relationship between the department of educational administration and the Ministry of Education. This will include cooperation in the selection of candidates, placement of students for field experience, recognition and appointment of the graduates to appropriate administrative positions, and evaluation and feedback from the trained administrators.

3. The program may start with a maximum of ten students for the first semester. In a two-year (four semesters) period of preparation, there would be about 40 students in the program. To staff the department of educational administration for this number of students, four faculty members are needed. They include two members for teaching theory-based courses and student research, one member for supervising and placement to field experience, and one part-time competent

field administrator to teach school law and educational
policies.

4. Close faculty-student relationship is crucial in the
success of the program. The Department of Educational Admin-
istration should be a good example of the student advising
process.

5. Since the university and the school of education are them-
selves complex bureaucratic organizations,tremendous efforts
are needed by the chairman of Department of Educational
Administration and its faculty members to translate the com-
ponents of this preparation model into action.

RECOMMENDATIONS

It is recommended that additional research be con-
ducted in the following areas:

1. To examine the Iranian educational administrators' view
concerning specific skills needed by future educational ad-
ministrators.

2. To investigate the impact of the administrators pre-
service training on the academic achievement of the pupils.

3. To investigate the relationships among job security,
promotion, and pre-service training in educational adminis-
tration.

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