THE CHANGING ROLE OF THE BUILDING
ADMINISTRATOR IN PUBLIC EDUCATION

by

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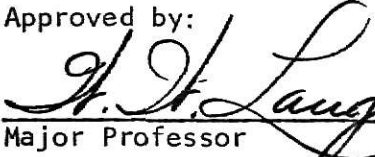

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INTRODUCTION

The role of the building administrator used to be one of firm definition. The administrator implemented policies of the board of education and those he personally deemed desirable for his particular building. Most administrators took an autocratic approach to administration and the facets of operating a public school. He was the boss and there was no doubt about it.

The teachers were concerned about their classroom and seldom expressed any opinion of administrative decisions. They were in the position to do little but agree with what the administrator thought was best for the educational program. If they were displeased, they were offered little chance for expression.

In recent years there has been a change of roles on the part of the teachers and the administrator. The former has started the change and the latter has been forced to accept it. The teacher now has assumed a role of active interest in all aspects of the educational field. Teachers now want a voice in teacher welfare, school plant operation, curriculum development, and in the formulation of policies. Basically, teachers want involvement in all concerns of the educational realm.

The purpose of this report is to identify the societal trends which are changing the role of the building administrator in public education.

The trends that receive major consideration are the dominant forces causing the change. They are:

1. Teacher involvement.

2. Administrative changes in leadership.

3. Community or lay involvement.

The administrator has been placed in a rather awkward position. He has been a member of the teacher associations but due to increased teacher activity, he is being forced out of an effective role in these associations. The administrators have tried establishment of their own associations but are leary of stepping out of the teacher association. Therefore, the administrator has become a person without an effective organization behind him. As teacher involvement and militancy increases, the administrator is going to be forced out of the teacher welfare oriented organizations.

The events occurring across our country in educational decision-making have caused questions to arise about the administrator's role. How much power should he have and how should he be allowed to use it are two of the more basic considerations.

DEFINITIONS

ADMINISTRATOR - a person in charge of the operation of an attendance center and the supervision of the educational program.[1]

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[1] Calvin Grieder, K. Forbis Jordan, and Truman M. Pierce, Public School Administration (New York: The Ronald Press Company, 1969), p. 116.

TEACHER - a person who works primarily in the classroom and instructs students.[2]

BOARD OF EDUCATION - the group of elected people who have the legal responsibility of the school.[3]

POLICY - any condition that gives both direction and security to the personnel process and provides an avenue for communication in the school.[4]

BUILDING - a structure that contains the physical facilities for the operation of a school.[5]

SCHOOL DISTRICT - the total educational program involving K-12 in a defined geographical area.[6]

REVIEW OF LITERATURE

Teachers want a voice in the operation of the educational system. Sherman H. Frey believes that meaningful involvement makes a teacher feel his point of view is heard. The teacher must feel his ideas will be respected and considered to implement change. There must be no pressure if the concepts he advocates are not

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[2]Harold E. Moore, The Administration of Public School Personnel (New York: The Center for Applied Research in Education, Inc., 1966), pp. 19-20.

[3]Grieder, Jordan, and Pierce, op. cit., p. 120.

[4]Moore, op. cit., p. 8.

[5]Grieder, Jordan, and Pierce, op. cit., p. 188.

[6]Ibid., p. 7.

viewed with general popularity. Unless a teacher can have this satisfaction, he is being denied fulfillment.[7]

If a teacher could operate under the above system, he could feel free to discuss many items. If the teacher feels it is not worthwhile to render suggestions or is afraid of persecution and ridicule, innovative ideas will not be offered for refinement. One might question how many good ideas can collect dust in the heads of teachers and never be exposed.

Effective leadership consists of a multifaceted interaction. The building administrator cannot be the only source of leadership and usually is not the only source of influence, power, or stimulus in the organization. Without the cooperation of the group and their confidence, he is powerless. The principal must develop a climate where others may emerge and influence the group.[8] This allows for the reasoning given by Frey and demonstrates a sincere concern for teacher involvement.

If building administrators are sincere about their desire for teacher co-equality in decision-making, the teachers need the general guidelines as follows:

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[7]Sherman H. Frey, "Policy Formulation--A Plan Involving Teachers," The Clearing House, 43, 5 (January, 1969), p. 259.

[8]Joseph C. Sommerville, "Leadership That Rocks the Boat, a Boat That Needs Rocking," Educational Leadership, 29, 1 (October, 1971), p. 47.

1. Equality in the evaluative process.
2. Participation in the definition and assignment of responsibility.
3. Equality in financial remuneration.[9]

An authoritarian administrator probably feels strongly that a teacher's chief function is to teach. They are expected to teach according to the plan of operation as developed by the administrators and the board of education. Democratic administrators and board members have always felt that teacher participation in decision making was not only advisable but mandatory for good education.[10]

Teacher power can be measured in at least two broad dimensions. First, what power do the teachers have in implementation of key areas of school policy? This would seem to expand to include all educational aspects of the system that involves teachers. The second would be the teacher's power as compared to other participants in the policy formulation.[11]

It is entirely possible to assume that union and non-union organizations will be gradually moving into the areas of school policy other than salaries.[12] If this happens and the administrators maintain an autocratic view, the education of the children

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[9]Harvey Goldman, "Conditions for Coequality," The Clearing House, 43, 8 (April, 1969), p. 489.

[10]Robert D. Morgans, "A Look at Teacher Militancy," California Teacher Association Journal, 64, 4 (October, 1968), p. 20.

[11]Marilyn G. Hell, "Teacher Power and Its Implications for Urban Education," The Education Digest, XXXIV, 3 (November, 1968), p. 25.

[12]Ibid., p. 26.

could become a political football between power structures of teachers and administrators.

There has emerged in some schools a group of teachers to counter-balance the autocratic administrators. These teachers have been labeled as militant. Some of these teachers believe the principal should confine his realm of duties to ordering and distributing school supplies and materials. Some advocate that his duties could be absorbed by the classroom teacher. These teachers would plan the curriculum, build the master schedule, arbitrate differences, and pacify parents by placement of telephones in their classroom.[13]

One poll, conducted in the spring of 1968 by The Instructor, asked teachers if teachers should have a say in the expenditure of school funds. In this area 91.9% of the teachers felt there was a need for more involvement. Only 8.1% said no and all the teachers had a definite opinion even though offered the third choice of undecided.[14]

Another teacher poll asked what about involvement in determination of school policies and procedures. The following three possible responses were posed:

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[13]Jack Richards, "Who Should Command the Ship," California Teacher Association Journal, 64, 4 (October, 1968), p. 18.

[14]Instructor Teacher Opinion Poll, "Where Teachers Stand," The Instructor, LXXXVIII, 4 (December, 1968), p. 19.

1. Not as involved as I want to be.

2. Involved as much as I want to be.

3. More involved than I want to be.

Men generally wanted more involvement except in areas of text selection and extracurricular supervision. In areas other than textbook selection, the secondary teachers wanted more involvement. The size of the school system seemed to affect the desired involvement of the teachers. In some areas of school operation teachers from larger districts expressed a desire for more involvement. The percentage of teachers who would desire more involvement in the selection of textbooks and determination of class load size was greater in systems with less than 3,000 students. In the area of salaries and fringe benefits, the teachers in school systems with 25,000 or more students wanted more involvement. It also appears that the larger the school system, the more involvement is desired in the area of student discipline procedures. For other designated areas, opinions do not differ significantly with school system size. The breakdown of areas and responses is shown in Table 1.

The struggle for teacher power has been fought heavily by the national teacher organizations. A measure of power has been achieved but not enough to satisfy the teachers. Teachers stand their own ground before the nation's legislators, governments, mayors, not to mention the locally elected school officials.[15] The quest for involvement continues as a high priority for the professional teacher.

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[15]Lewis E. Harris, "The Challenge of Teacher Power," Ohio Schools, XLVII, 5 (March 4, 1969), p. 23.

Table 1

Responses of Teachers on Opinions Concerning a Voice in
the Operation of the Educational System (in per cent) (a)

	Not as much	Elementary	Secondary	About as much	Too much	Not as much as I'd like	
						Men	Women
Breakdown of Areas and Responses							
Curriculum design	37.3	35.8	38.8	61.7	1.1	42.6	34.5
Selection of texts	34	38.4	29.5	65	.9	31.6	35.2
Determination of class size	65	63.2	66.8	34.3	.7	68.7	63.1
Supervision of extracurricular activities	8.3	8.4	8.1	78.2	13.5	10.1	7.3
Determination and implementation of grievance procedure	21.9	18.6	25.1	76.4	1.7	31.0	17.1
Salaries	39.2	35.1	43.4	59.9	.9	48.8	34.2
Fringe benefits	36.3	32.6	40.1	62.8	.9	46.0	31.2
Selection of principals	31.1	26.6	35.6	68.1	.8	39.3	26.8
Code of ethics	22.9	18.0	27.9	76.2	.9	27.4	20.6
Calendar	35.2	32.0	38.3	64.3	.5	41.4	31.9
Teacher evaluation	35.0	31.1	39.1	64	1.0	41.8	31.5
Cond. of service for teachers	34.2	31.9	36.5	65.3	.5	39.3	31.5
Student discipline	31.9	28.1	35.8	65.8	2.3	41.7	26.8

Breakdown of the "Not as Much as I'd Like" Response According to School System Pupil Size

	Large 25,000-up	Medium 3,000-25,000	Small Less than 3,000
Selection of texts	40.4	35.8	25.5
Class size	66.8	66.4	61.1
Salaries	46.8	38.3	34.0
Fringe benefits	41.2	35.0	34.1
Discipline procedure	39.1	31.3	26.5

(a) Teacher Opinion Poll, "Teacher Involvement in School Policies and Procedures," Today's Education, 59, 4 (April, 1969), pp. 6-7.

The new gains won by the teachers will not satisfy them. Having made some progress, the teachers will work harder than ever to enlarge their scope of involvement. Teachers will see new areas where bilateral treatment could and should be beneficial to teachers and the field of education.[16] By seeking bilateral treatment of educational topics and policies, the teachers will be seeking involvement, consultation, and agreement on matters that affect teacher welfare.

As the teachers increase their desire for involvement in education and their demands are not met rapidly enough, a more militant attitude becomes apparent. Militancy can be viewed with hope that as the teachers become more involved, this attitude will be modified in the direction of understanding and cooperation. When the widespread acceptance of teachers as partners in the educational decision making process is achieved, militancy, hopefully, will be tempered by responsibility. The weight of responsibility for making decisions will give the teacher more insight into decision making and more of a tolerance for the decision maker.[17]

It is also possible that the militant teacher is making a plea for better leadership. Such leadership responsibilities must

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[16]Marilyn G. Hell, op. cit., p. 26.

[17]Robert D. Morgans, op. cit., pp. 20-21.

rest with the building administrator and the superintendent of the
district. Leadership assumes an understanding of human relationships,
imaginative application of theory and practice, and the courage to
face conflict with wisdom and good humor.[18]

If the school administrators deny the teacher demands to
be involved in decision making, the administrators fall into the
trap of defending things as they are and deny change a chance to
occur. If this comes to be, the administrator abandons any claim
to leadership and preserves the rigor mortis of educational bureaucracy.[19]

Leadership is a main function of administrators. However,
leadership is based upon followers. Followers are attracted by
powers available to the leader. Sources of power may be categorized
as:

1. Coercive power.
2. Power to reward.
3. Legitimate power (laws, board policies,
    faculty consent).
4. Personal power (magnetism or persuasion).
5. Power of expertise.[20]

Personal power and the power of expertise should be used
commonly. Coercive power, power to reward, and legitimate power
should be reserved only for individual use and then only in extreme

[18]Jack Richards, op. cit., p. 19.

[19]Fenwick English, "The Ailing Principalship," The Education
Digest, XXXIV, 6 (February, 1969), p. 13.

[20]Neil C. Aslin, "Unwritten Rules Administrators Often Over-
look," School and Community, LVI, 1 (September, 1969), p. 32.

cases. An administrator can be much more accepted if he possesses
and utilizes personal power and power of expertise because teachers
respond to these powers more favorably. Since no administrator
can be effective with a 51 per cent acceptance of decisions, a
high percentage of acceptance is mandatory for survival.[21]

Sound leadership is dependent upon statesmanship. Such
leadership must understand human motivations, human sensitivity in
securing responses, and have a skill in supplying human satisfactions.
To make leadership into effective administration one must be aware
of the forces at work. The administrator must have an understanding
of his exact nature of responsibility and support his philosophies
by well-thought-out convictions. He must also have a high degree
of competence and skill to complement his other contributions.[22]

School administrators must re-evaluate their role. There
are those who would consign administrators to a management function.
In this role the administrator would remand teachers, department
heads, and other supervisory personnel to the task of instructional
leadership. This would eliminate the diversity in role. It would
remain the responsibility of the administrator to define the frame-
work of the instructional program. He would bring together human
and material resources to achieve cooperatively agreed upon objectives.[23]

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[21]Ibid., p. 32.

[22]Ordway Tead, The Art of Administration (New York: McGraw-Hill
Book Company, Inc., 1951), p. xiv.

[23]Thomas C. Wood, "The Changing Role of the Teacher--How Does
it Affect the Role of the Principal?", The National Elementary Principal,
XLVII, 5 (April, 1968), pp. 34-35.

People and ideas are the basic materials administrators have at their disposal. The administrator must be competent in taking ideas and considering their applicability to the problems and purposes of the school. The administrator must be able to deploy and encourage people to achieve these purposes.[24]

School administrators are in the predicament of being in charge of a very complex organization. They are sometimes so involved in events that it is hard for them to perceive the patterns causing the events. This condition can affect their decision making in relation to the effectiveness of the school.[25] Perception is a most important aspect of good administration.

The school has many values and demands placed upon it. This is because many groups of school patrons have different goals for the school. The members of these groups may differ in their recommended procedure for achieving these goals.

Because an administrator must try to integrate all the conflicting values from all the diverse demands, he fulfills a significant role in education. Existing procedures are used, because of the present system, to achieve the school's goals and

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[24]David B. Austin, "Thoughts and Predictions on the Principalship," The Bulletin of the National Association of Secondary School Principals, 52, 332 (December, 1968), p. 147.

[25]Thomas W. Wiggins, "Principal Behavior in the School Climate: A Systems Analysis," Educational Technology, XI, 9 (September, 1971), p. 57.

therefore the administrator's decision neither exemplifies leadership

nor is representative of innovative behavior.[26] However, the

administrator should not be expected to produce all the new ideas

in the school. He should be quick to recognize innovations and

give credit to those who deserve it.[27]

Building administrators should be key figures in the innovative

process. A study of 232 building administrators was conducted to

measure the extent to which they introduced or considered the intro-

duction of change, and the major finding was that the principal

seldom introduces a new idea into the school system. The few changes

he does initiate do not reflect aggressive leadership.[28]

The administrator who successfully fosters innovation in his

school is not forcing his decisions upon the faculty. Instead he

provides teachers with the opportunity for leadership involving

them in the decision-making process. Just because an administrator

involves teachers in the decision-making process does not mean he

is permissive. However, before considering the involvement, he

should consider the total range of leadership behavior at his

disposal.[29]

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[26]Jay D. Scribner, "The Policy Maker and Educational Change," The High School Journal, LIV, 5 (February, 1971), p. 337.

[27]Bertram Holland, "The Principal and His Administrative Team," The Bulletin of the National Association of Secondary School Principals, 52, 331 (November, 1968), pp. 60-61.

[28]Kenneth A. Tye, "The Principal as a Change Agent," The National Elementary Principal, XLIX, 4 (February, 1970), p. 42.

[29]Robert L. Sinclair, "Leadership Concerns," The National Elementary Principal, XLVIII, 1 (September, 1968), p. 16.

Leadership for the innovative administrator is when he stimulates and helps groups of teachers to determine common objectives. The innovative administrator then helps the teachers create means for moving towards the achievement of these goals. The various leadership acts involved in this process help teachers to realize their creative capacities and stimulate the productive use of their energies.[30]

Human nature is a material with which the administrator must realize and learn to contend with properly. To help teachers acquire full use of their creative capacities and stimulate productive use of their energies, the administrator must know the "tensile strength," the resilience, and the responsiveness of each individual teacher. If the administrator can achieve this understanding, his judgments, his strategy and his methods of human relationships are likely to yield much better results than by doing it on sheer hunches.[31]

To be effective, the principal must assume responsibility, take some initiative, and foster some plans to be carried through. He must also be able to accept failure as well as success. He must also be able to tolerate a high degree of tension.[32] The innovative administrator who allows the faculty to be innovative must accept the failure as it comes from teacher planning and

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[30]Ibid., p. 18.

[31]Ordway Tead, op. cit., p. 43.

[32]Robert L. Sinclair, loc. cit.

implementation. The tension level could become high as an administrator defends a cooperatively planned program or idea.

If the administrator fails to accept this responsibility of educational leader, he will cease to be navigator of the educational ship and will become a mere figurehead of a leader. In accepting this responsibility of educational leadership the administrator must learn to influence rather than dominate, to be reasonable rather than directive, and persuasive rather than autocratic.[33]

In assuming the role of educational leader, he must remember that the development of educational policy and the administration of policy cannot be exclusive. The advice of the policy implementors must be sought and considered when policies are being developed.[34] The administrator who still has an authoritarian pride must remember that the new administrative role requires collaboration.[35] For certain kinds of issues, group decisions can be superior.[36]

Professional or not, a school staff is just an agglomeration of people until the teachers and the administrator work together to form an instructional team. When the goals the instructional team

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[33]Bertram Holland, op. cit., p. 65.

[34]Neil C. Aslin, loc. cit.

[35]Jack Richards, op. cit., p. 18.

[36]Arthur Blumberg and Richard Schmuch, "Teacher Participation in Organization Decisions," The Bulletin of the National Association of Secondary School Principals, 53, 339 (October, 1969), p. 89.

have mutually agreed upon become part of the student's lives, the
school program is achieved.[37]

These new beliefs are considered by some to be eroding the
administrator's former powers. Decentralization of authority is not
new but it is delegating some duties of the building administrator to
other personnel for increased efficiency. Curriculum is handled by
curriculum specialists, counseling is done by guidance counselors,
special personnel manage special activities and even scheduling is
being done by computers where they are available.

Part of the building administrator's problem in finding a
definition of his role is due to the classification system of
educational personnel. He is often classified with and identified
as a school teacher in school codes, distinctions in working con-
ditions, responsibilities, rights, duties and salaries. When this
is done, the differences in a teacher's and administrator's roles
are nonexistent or at best ambiguous.[38]

In eight states the building administrator has attained at
least the essentials of legal status. In six states they are very
often mentioned with regard to specific duties and responsibilities.

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[37]Harold J. McNally, "The American Principal Tomorrow,"
The National Elementary Principal, XLVII, 6 (May, 1968), p. 91.

[38]Thomas W. George, "The Role of the Principal: Legal Status
in the U. S.," The Bulletin of the National Association of Secondary
School Principals, 55, 355 (May, 1971), p. 144.

Eighteen states occasionally mention building administrators with regard to specific duties and responsibilities. The remaining eighteen states do not recognize the building administrator as a legal entity. He is covered only under the term of teacher.[39]

In an effort to answer the definition of an administrator's role, the Southern States Cooperative Program in Education has developed the following list of task areas for school administrators:

1. Critical Task Area: Instruction and Curriculum Development
   A. Providing for the formulation of curriculum objectives;
   B. Providing for the determination of curriculum content and organization;
   C. Relating the desired curriculum to available time, physical facilities, and personnel;
   D. Providing materials, resources, and equipment for the instructional program;
   E. Providing for the supervision of instruction;
   F. Providing for in-service education of instructional personnel.

2. Critical Task Area: Pupil Personnel
   A. Initiating and maintaining a system of child accounting and attendance;
   B. Instituting measures for the orientation of pupils;
   C. Providing counseling services;
   D. Providing health services;
   E. Providing for individual inventory services;
   F. Providing occupational and educational information services;
   G. Providing placement and follow up services for pupils;
   H. Arranging systematic procedures for the continual assessment and interpretation of pupil growth;
   I. Establishing means of dealing with pupil irregularities;
   J. Developing and coordinating pupil activity programs.

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[39]Ibid., p. 145.

3. Critical Task Area: Community School Leadership
   A. Helping provide an opportunity for a community to recognize its composition;
   B. Assisting a community to identify its potential for improvement through use of natural and human resources;
   C. Determining the educational services;
   D. Helping to develop and implement plans for the improvement of community life;
   E. Determining and rendering services which the school can best provide in community improvement with and through the cooperation of other agencies.
   F. Making possible the continual re-examination of acceptance plans and policies for community improvement with particular reference to the services which the schools are rendering.

4. Critical Task Area: Staff Personnel
   A. Providing for the formulation of staff personnel policies;
   B. Providing for the recruitment of staff personnel;
   C. Selecting and assigning staff personnel;
   D. Promoting the general welfare of the staff;
   E. Developing a system of staff personnel records;
   F. Stimulating and providing opportunities for professional growth of staff personnel.

5. Critical Task Area: School Plant
   A. Determining the physical plant needs of the community and the resources which can be marshaled to meet those needs;
   B. Developing a comprehensive plan for the orderly growth and improvement of school plant facilities;
   C. Initiating and implementing plans for the orderly growth and improvement of school plant facilities;
   D. Developing an efficient program of operation and maintenance of the physical plant.

6. Critical Task Area: School Transportation
    A. Determining school transportation needs
    and conditions (roads, location of schools,
    and so on) under which transportation
    services must be rendered;
    B. Procuring equipment and supplies
    through approved methods of purchase and
    contract;
    C. Organizing and providing an efficient
    system of school transportation maintenance;
    D. Providing for the safety of pupils,
    personnel, and equipment;
    E. Developing an understanding and use
    of the legal provisions under which the
    transportation system operates.

7. Critical Task Area: Organization and Structure
    A. Establishing working relationships with
    local, state, and federal agencies to provide
    services needed by the school system;
    B. Working with the board of education in
    the formulation of school policy and plans;
    C. Designating appropriate operational units
    within the school system;
    D. Developing a staff organization as a
    means of implementing the educational objectives
    of the school program;
    E. Organizing lay and professional groups
    for participation in educational planning
    and other educational activities.

8. Critical Task Area: School Finance and
    Business Management
    A. Organizing the business staff;
    B. Determining sources of school revenues;
    C. Formulating a salary schedule;
    D. Preparing the school budget;
    E. Administering capital outlay and debt
    service;
    F. Administering school purchasing;
    G. Accounting for school movies;
    H. Accounting for school property;
    I. Providing for a school insurance
    program;
    J. Providing for a system of internal
    accounting.[40]

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[40] Samuel Goldman, The School Principal (New York: The Center for Applied Research in Education, Inc., 1966), pp. 29-31.

The extent that the building administrator is responsible for these tasks depends upon his superior. Complete delegation of responsibility can produce results in certain areas and only partial results in others.

Russel Gregg and Roald Campbell have concluded that the building administrator's responsibilities can be divided into seven different elements. They are:

1. Decision making
2. Planning
3. Organizing
4. Communicating
5. Influencing
6. Coordinating
7. Evaluating [41]

Decision-making is a vital element in administration. The administrator must make decisions about numerous items in numerous categories. The administrator must gather facts, opinions, and ideas that are applicable to the situation. He must then weigh the factors and decide what the alternatives are. After the effect of each of these alternatives is analyzed as to their impact, the decision must be made as to which is most logical for the situation. After the decision is reached, the administrator must evaluate the choice. Sound decision making is not an easy task. [42]

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[41] Calvin Grieder, K. Forbis Jordan, and Truman M. Pierce, op. cit., p. 110.

[42] Ibid., p. 111.

Planning is simply recognizing what has to be done to achieve what is desired. Planning must be continuous and it must also be concerned with long range goals as well as the day to day aspects of operating a school.[43]

Organizing is the system used to coordinate the efforts of the school. Each resource must be used to its fullest extent. Organization must include the task to be done, who is to do it, and how they will work together to reach their goal.[44]

Communicating is the interaction among the personnel of the school. If the communication level is low, it tends to cause low staff moral. Communication with the staff can be done informally or formally. Both are effective but neither is adequate by itself.[45]

> The ultimate measure of success in administration
> is the degree to which the educational enterprise is
> affected favorably through the influence of administra-
> tion.[46]

Influence is meant as suggestions that get results rather than rigid control. Influence should be a reciprocal element. The ultimate goal of the administrator should be to affect the staff members so there is effective cooperative effort to achieve the school's goals.[47]

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[43]Ibid., p. 111.

[44]Ibid., pp. 111-112.

[45]Ibid., pp. 112-113.

[46]Ibid., p. 113.

[47]Ibid., pp. 113-114.

Coordinating involves knowledge of people. Coordinating requires a structure so that every member is allowed to make his maximum contribution. To do this, each person must understand the goals to be achieved and allowed to operate in the situation best for them.[48]

One of the most important and most difficult processes to attain is that of evaluation. The reason for evaluation is improvement of the school and the school program. The school is being evaluated constantly but too often only on unfounded opinions and judgments. Because all strengths and weaknesses of the school must be determined, provision must be made for continuous evaluation.[49]

Another definition of the administrative process shows some similarities but also shows some different aspects. These elements apply to any administrator and are as follows:

    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.

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[48]Ibid., p. 114.
[49]Ibid., pp. 114-115.

9. To provide an accurate evaluation of the total
outcome in relation to established purposes.

10. To look ahead and forecast as to the organization's
aims as well as the ways and means *toward realizing them,*
in order to keep both ends and means adjusted to all kinds
of inside and outside influences and requirements.[50]

Spain, Drummond, and Goodlad state that the effective elementary

building administrator must do the following:

1. Develop sound human relations with and among members
of his staff, parents, and pupils.

2. Stimulate each of his co-workers to catch a vision
of personal potential not previously perceived.

3. Help the group raise its "sights" concerning what
can be accomplished.

4. Release, develop, *and use the* total talents of
the total staff.

5. Recognize that high morale is an important factor
in good working situations and provide a permissive yet
stimulating environment for all.

6. Use the basic concerns of the group as the beginning
point for study and action.

7. Help the group decide which problems are of greater
and lesser significance.

8. Provide assistance as the group decides how to
attack problems.

9. Make sure that solutions are not approved until
the evidence needed for sound judgment is available and
considered.

10. Contribute *suggestions* as a member of the group.

11. Help individual staff members become better able
to discuss issues in such a manner that divergent opinions
are not merely tolerated, but carefully considered as
perhaps preferable to accepted majority thought.

12. Use skillfully his knowledge of how groups
function, of techniques for improving the effectiveness
of groups, and of the potentialities of each group member.

13. Recognizes that some problems require group con-
sideration, while others may best be handled in other ways.

14. Involve in the deliberations leading to a decision
those persons (or their representatives) who are likely to
be affected by the decision.

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[50]Ordway Tead, op. cit., p. 105.

15. Make sure that the actions implied by group decisions are subsequently taken.

16. Build acceptance within the group that decisions once made are not irrevocable--that frequent review of the consequences of decisions is desirable.

17. Relate his actions to the community served, taking into account the power structure, socioeconomic conditions, geographic factors, mores, and traditions.

18. Base his actions upon what is known concerning the nature of human development and learning.

19. Handle administrative details expeditiously.

20. Act decisively yet always humanely when situations demand action.

21. Develop the leadership potential in others.

22. Maintain constant faith in people and their ability to improve.

23. Bring all elements of the educational enterprise to focus upon educating the individual child.

24. Build understanding of the responsibilities of democratic leadership to the individual and of the individual to democratic leadership.

25. Recognize that growth in the people served is the final test of leadership.[51]

A study of elementary principals resulted in a list as they perceived their role. It consists of the very important parts of their jobs as perceived by the practioners:

1. Working on the improvement of the curriculum;
2. Planning and conducting teachers' meetings;
3. Dealing with classroom problems of teachers;
4. Evaluating the performance of teachers;
5. Conferring with individual teachers;
6. Introducing new teaching methods;
7. Observing teachers in the classroom;
8. Coordinating the work of teachers;
9. In-service training.[52]

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[51]Harold D. Drummond, John I. Goodlad, and Charles R. Spain, Educational Leadership and the Elementary School Principal (New York: Rinehart and Company, Inc., 1956), pp. 21-22.

[52]Samuel Goldman, op. cit., pp. 33-34.

In a sampling of published rulebooks of school boards in fifty cities of over 30,000 population, three types of duties came to light. They were: mandatory ministerial duties; discretionary ministerial duties; and discretionary duties.[53]

Mandatory ministerial duties are not only required but are specified as to how and when they are performed. They are:

1. To be present in building between specified hours.
2. To keep certain records and accounts.
3. To receipt for delivered supplies.
4. To check school census.
5. To inventory equipment, books, and supplies.
6. To check payroll list.
7. To report injuries to pupils and employees.
8. To fly the American flag.[54]

Discretionary ministerial duties are discretionary when considering how to achieve the goal. They are:

1. To conduct fire drills.
2. To supervise janitors.
3. To report needed building and equipment repairs.
4. To supervise building at recess and noon hour.
5. To notify parents of unsatisfactory work of pupils.
6. To regulate, permit, or refuse entrance to visitors.
7. To regulate, permit, or prohibit advertising or exhibits in the building.
8. To requisition and dispense supplies and equipment.[55]

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[53]Paul B. Jacobson, James D. Logsdon, and William C. Reavis, The Effective School Principal (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1963), p. 11.

[54]Ibid., p. 11.

[55]Ibid., p. 11.

Discretionary powers are those which the principal can use his judgment of how, when, and if certain matters are done. They are:

1. To classify pupils.
2. To keep personnel records of teachers.
3. To keep personnel records of pupils.
4. To assign teachers.
5. To make curriculum schedules.
6. To conduct teachers' meetings.
7. To allocate funds made available for building, according to budget.
8. To obtain substitutes for teachers who are absent.
9. To evaluate teachers' efficiency.
10. To supervise instruction.
11. To cooperate with juvenile court and other law enforcement agencies.
12. To regulate or abolish activities of teachers and pupils in buildings.
13. To handle complaints of patrons.
14. To discipline pupils.[56]

The elementary building administrator is a position of leadership and of great importance. The principal has to furnish leadership in several different areas of responsibility. Among these are:

1. Leadership of the school staff
2. Leadership in curriculum development.
3. Leadership in developing effective school organization.
4. Leadership in improving guidance policies and techniques.
5. Leadership in relating special services and activities to the instruction program.

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[56]Ibid., p. 11.

6. Leadership in managing the school plant and *instructional facilities.*

7. Leadership in the community and the profession.[57]

It is easy to observe from the literature that a principal has many responsibilities, duties, and people with which to interact. As the principal is trying to adjust to his role, a new voice is being heard demanding more power in educational matters. This is the voice of the lay people, the school patrons, the school's community.

No issue in recent years has stirred as much controversy as the demand for community control of schools.[58] Control of the school would hopefully alleviate the sense of powerlessness among minority groups. They could feel more secure as they helped make decisions to improve the quality of education. They would also desire to bring more accountability pressure on those who provide the educational services to their schools.

The clients of our schools are rekindling certain philosophical and theoretical principles, held to be central for quality education, by demanding a role in updating education. These principles may be hidden by the controversy the movement brings to light.

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[57]Harold D. Drummond, John I. Goodlad, and Charles R. Spain, op. cit., p. 20.

[58]Clara K. Holton, "The Challenge of Change: Roles and Relationships," Educational Leadership, 29, 2 (November, 1971), p. 136.

The first principle is about public accountability and control of education. The public schools are for the public and belong to the public. It is ideally the public that decides on the general policies and objectives of the schools; it is the public that gives the educational professional the role of implementor; and it is the public that is the accountant of the schools and the educational program. The people are the trustees of the schools.[59]

Through involvement, parents and students can learn more about the complexities of education and relate them to their situation. This involvement can give parents and students an appreciation for the constraints upon educators; give them an overview of the total program and cause them to become aware of the need for increased funding in education. It will also perpetuate democracy and prevent education from being controlled by a few as in totalitarian societies.[60]

A real difficulty is formulating a workable guide as to what the community wants for the school. It is difficult to define community interest for a school because different patrons of the same school may perceive the school's needs in different aspects. Seldom does a community accept the educational goals with unanimous assent.

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[59]Mario D. Fantini, "Participation, Decentralization, and Community Control," The National Elementary Principal, XLVIII, 5 (April, 1969), p. 26.

[60]Ibid., pp. 26-27.

Therefore, since schools exist by public support, schools eventually become what the majority of the people decide they should become.[61]

There is a danger that the public may form an unfounded opinion because a highly vocal group exerts an influence. The individual or group with the greatest pressure potential does not necessarily have the soundest answer.[62]

This is not to suggest public opinion should be ignored. It is an important factor and must be considered. However, the public might be of more value in suggesting communications, clarifying goals and practices, or re-examining values than in showing the way to implement.[63]

Suggested principles for developing effective cooperation in decision-making by the community have been identified as follows:

1. The basic policies relating to public education should be decided by the people.
2. The people should delegate to their legally selected representatives the responsibility for final decision on specific policies relating to public education.
3. The board of education should keep the citizens informed regarding educational needs and enlist their aid in the development of a satisfactory public school program.
4. Both educators and lay citizens have responsibilities to meet and contributions to make to the development of the public school program.
5. The development of a sound educational program requires the best cooperative efforts of both educators and lay citizens.

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[61]Harold D. Drummond, John I. Goodlad, and Charles R. Spain, op. cit., p. 309.

[62]Roe L. Johns, Edgar L. Morphets, and Theodore L. Reller, Educational Organization and Administration-Concepts, Practices, and Issues (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1967) p. 199.

[63]Ibid., p. 200.

6. Educators and other citizens should share the responsibility for stimulating, encouraging, and facilitating cooperation on projects relating to the schools.

7. All cooperative efforts to improve the educational program should utilize the basic principles of human relations in a democracy.

      a. There should be respect for the individual, yet consistent recognition of the fact that the common good should be considered paramount.

      b. The talents and abilities of all persons who can make a contribution to the development of a sound program should be utilized.

      c. The thinking and conclusions of two or more genuinely interested persons with a good understanding of the problems and issues are likely to be more reliable than the conclusions of one individual.

      d. The procedures used in solving a problem may be as important as the solution and should contribute to the growth and understanding of the participants.

8. The major purpose of every individual and group should be able to help improve public education.

9. Informal cooperative effort should be recognized as just as significant and important as the more formal types.

10. Citizen cooperation in improving the work of individual classrooms and schools should be considered fundamental.

11. The kinds of cooperative activity which should be developed are those considered to be most appropriate and meaningful in each situation.

12. Cooperation should always be genuine and bona fide.

13. Insofar as practicable, all cooperative projects should be cooperative from their beginning.

14. The procedure used in a cooperative program should be designed to assure that conclusions will be reached and decisions made on the basis of pertinent evidence and desirable objectives.

15. Insofar as practicable, decisions should be reached on the basis of consensus and agreement.

16. The entire community (local or state) should be kept informed regarding activities and developments relating to citizen cooperation.

17. Leaders who understand and believe in cooperative procedures are essential.

18. Persons involved in cooperative projects should be broadly representative of all points of view in the community or state.

19. Cooperative activities should be so planned as to be beneficial to the individuals and groups involved as well as to the public schools.

20. The possibilities of citizen cooperation should be explored before any other course is followed.

21. New groups or organizations should be established for purposes of citizen cooperation only when it becomes evident that the need cannot be met through existing organizations.

22. The board of education and school officials should give careful consideration to all proposals and recommendations growing out of the cooperative program and should approve those which seem to be for the best interest of the schools.

23. All persons and groups interested in any form of citizen cooperation should continuously seek to improve the procedures and the outcomes.

24. The procedures used in cooperative activities should be consistent with fundamental principles but should be designed to meet the needs of the particular situation.[64]

It is a rare school in which some group in the community does not make requests or demands on the school to serve its purposes.[65] The principal must be prepared to handle these groups as a matter of policy since they are patrons of the school.

Patriotic organizations, such as the American Legion and the D.A.R., often request pupils to write essays on patriotic subjects. They try to promote programs on national holidays but

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[64]Harold D. Drummond, John I. Goodlad, and Charles R. Spain, op. cit., pp. 255-256.

[65]Paul B. Jacobson, James D. Logsdon, and William C. Reavis, op. cit., pp. 480-481.

are usually conservative in their interests. Their main interest
is promotion and preservation of American ideals.[66]

Economic groups usually exert pressure directly upon the
building administrator. Their common requests are for the purchase
of school supplies and the promotion of products. The policy of
buying the best in educational supplies for the least money will
effectively handle this situation.

As long as economic groups remain frank as to their interests,
they are easy to deal with. It is the hidden and indirect pressure
that can cause the most difficulty for the administrator.[67]

The pressure of religious groups varies with the community.
Insistence that the school and church remain completely separate
is a general policy. This is evident by the Supreme Court ruling
banning prayer in the public schools.[68]

Activities of civic organizations can usually be placed in
one of the following situations: (1) sponsoring essay contests;
(2) awarding prizes to superior pupils; (3) getting the school to
participate in community campaigns; (4) using the school to collect
materials for the needy; (5) honoring a group, such as athletic

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[66]Ibid., p. 481.

[67]Ibid., p. 481.

[68]Ibid., pp. 481-482.

teams; (6) using the school to collect funds for outside pur-
poses.[69]

A study conducted in Pennsylvania, Ohio and West Virginia
ranked interest and pressure groups. The interest groups were
ranked: (1) religious; (2) welfare and health; and (3) professional.
The pressure groups were ranked: (1) industrial; (2) patriotic; and
(3) welfare and health.[70]

It was observed, in the study, that their helpfulness
generally outweighed their "harmful nature." The summary of school
men and board members yielded the following ranking in regard to
benefits.

1. Civic service groups.
2. Welfare and health groups.
3. Religious groups.
4. Patriotic groups.
5. Professional groups.
6. Miscellaneous groups.
7. Industrial groups.
8. Political groups.[71]

The community does not favor the organization of the teachers
into strong groups of unions. They feel strong teacher action can
interrupt and disrupt their children's schooling. Many feel it
lowers the respect for teachers who are the traditional models for

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[69]Ibid., p. 482.

[70]Ibid., pp. 482-483.

[71]Ibid., p. 483.

children. It possibly shows disrespect for the law as well as
dividing parents, children, and teachers into distinct sides of
opinion.[72]

The community is a strong factor to contend with when working
for the advancement of the school. The most important aspect of
community involvement is the determination of motives involving the
school patrons in the educational program. Sincere, dedicated, and
genuine interest should be separated from special interests. Com-
munity involvement can be very beneficial but the building administrator
must be alert to make sure the majority of involvement is beneficial
basically for the school and not the group seeking to help.

SUMMARY AND CONCLUSIONS

The building administrator of today's school is no longer in
the position to assume absolute power of authority in the school
building. Although he retains his position as status leader, the
modern administrator must begin to look to others for advice and
allow their involvement in decision-making. Teachers and the
school community are becoming the outstanding populations desiring
consultation.

The building administrator position will probably never be
omitted from educational buildings. The major concern, however,
should be on what role the building administrator will have in education.

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[72]Elizabeth S. Hendryson, "Parent Reactions to Teacher Power,"
The National Elementary Principal, XLVIII, 3 (January, 1969), pp. 15-16.

The building administrator must change from the concept of the autocratic administrator. When this is done the administrator must realize he is obligated to assume an active and participative role in the school as a learning center. He must lead the way to helping others initiate innovations, programs, and ideas. The changing administrator must take the view of the school being the faculty's, the students', the community's, and his, not just his.

This is not to say that the building administrator will need a consultation every time a decision is to be made. It merely points to the need of awareness of other qualified personnel. If the administrator remains autocratic, he will be passed by as outside agencies and the teachers gain more power. Slowly the position of building administrator will evolve into a clerk's job who handles only pure administrative duties in the business office of the school.

This review of literature has brought into view several topics which are relatively unexplored and merit further development due to the changes occurring in the administration of public schools. The following are recommendations for extended study of these topics.

Surveys of what teachers desire more involvement in have been done. However, they have not produced conclusive enough facts to draw an accurate account of desired teacher involvement. Surveys that take into account the following would be enlightening in understanding this quest for teacher involvement by the teachers.

1. Teacher age in relationship to level of desired involvement.

2. Teacher sex in relationship to level of desired involvement.

3. Teacher race and nationality in relationship to level of desired involvement.

4. Teacher affluence in relation to level of desired involvement.

5. Teacher level of education in relationship to level of desired involvement.

6. Teacher background (rural, urban, etc.) in relationship to level of desired involvement.

7. Teacher experience in relationship to level of desired involvement.

8. Teacher personality traits in relationship to level of desired involvement.

9. Teacher concept of authority and power in relationship to level of desired involvement.

10. Quality of the school system as perceived by the teacher in relationship to level of desired involvement.

Administrators have been surveyed basically as being authoritarian or democratic. The following views and concepts of the administrator would be helpful:

1. The age of the administrator in relationship with his views.

2. The administrator's concept of education in relation-
   ship with his views.

3. The administrator's sex in relationship with his
   view of administration.

4. The administrator's experience as an administrator in
   relationship with his views of administration (experience
   in years).

5. The size of the school in relationship with the
   administrator's views of administration.

6. The amount of experience as a teacher in relationship
   with the administrator's view of administration.

7. The administrator's personality and self-concept in
   relationship with his views on administration.

8. The personal goals of the administrator in relationship
   with his views on administration.

9. The administrator's concept of faculty quality and
   competence in relationship with his view on administra-
   tion.

10. The administrator's concept of organization and
    authority in relationship with his views on administra-
    tion.

11. The type of school community in relationship with the
    administrator's views on administration.

12. The administrator's contact and relationship with the board of education in relationship to his views on administration.

The community is also demanding a more prominent role in education. The community needs to be probed more in depth on the following:

1. Effect of community size on desired school involvement.

2. Effect of community type on desired school involvement.

3. Effect of community taxes on desired school involvement.

4. Effect of school programs on desired school involvement.

5. Effect of position in life on desired school involvement.

6. Effect of race and religion on desired school involvement.

7. Effect of personal concept of education on desired school involvement.

8. Effect of personal educational achievement on desired school involvement.

9. Effect of direct and indirect contact with the school on desired school involvement.

Although these are not the only possible topics that could be explored, they would help to understand the factors changing the administration of the modern public school.

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THE CHANGING ROLE OF THE BUILDING
ADMINISTRATOR IN PUBLIC EDUCATION

by

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AN ABSTRACT OF A MASTER'S REPORT

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The purpose of this report was to identify the trends that are causing the role of the building administrator in public schools to be in a state of change.

Literature in three domains was surveyed. The areas were:

1. Teacher involvement.

2. Administrative concepts.

3. Community or lay participation.

The literature indicated that the administrative role is becoming less of an authoritative role and more of a consultant and educational leader role. This is due to greater involvement in decision-making by teachers and the community.

The author feels this report gives valuable insight to the administrator. It helps comprehend the forces that are changing his role as well as identifying role expectations that are emerging due to the changes in a dynamic, changing society. Isolation from the mainstream of society is no longer a viable posture for education or the building level administrator.