

PUBLIC SCHOOL ADMINISTRATION

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PREFACE

This book has been prepared with three purposes in mind. It is intended for use as a textbook in school administration, for use as a general reference work, and for the use of school people generally who may wish to broaden their understanding of the field of public school administration and its relations to teaching, supervision, curriculum work, guidance, and research, and to the more comprehensive aspects of the relation of social and political life to public administration in our country.

The book's claim to a position among textbooks in this field is to be found in its different approach to the teaching of the subject. Instead of a complete exposition of this realm of knowledge, with stress upon "how to administer a school system," it has given more attention to the underlying purposes of administration and how they are arrived at, and to the nature of school administrative problems, techniques, and processes, with emphasis upon "how to find out how to administer."

The author's reasons for this change in approach rest upon his long observation that even advanced students are too often unfamiliar with the broader reaches of the literature of the field, and that too few school executives keep in touch with this growing literature or participate as they should in the activities of their profession. More unfortunate than these factors, however, is the extent to which we have trained our students to be authoritarians and mechanics rather than scholars and statesmen in administration. This unsatisfactory state of affairs is believed to be due in part to our use of textbooks so voluminous and detailed as to make exposure of the student to the wider literature next to impossible, and in part to the fact that we have devoted too much time to teaching "right" plans, solutions, patterns, techniques, and procedures, and too little to the process of finding out what is needed, what recipe to use, and why, when, where, and how to apply it.

If patterns of administration are set out in full in his textbook, the student will learn the patterns and believe in and trust them. If the patterns are not there the teacher will have the challenge and the pleasure of developing the patterns with his students. This latter situation is what the author's experience has indicated is desirable as a means of stimulating initiative and originality, and of developing administration as a field that recognizes the authority of science as much as it does the authority of law.

The scope of this book is dictated more by the needs of the student seeking a position in educational leadership than by a strict definition of the term administration. If education is to play the part we have laid out for it in our country, then our school executives must know that part well and be equipped to carry it on, in all its wide ramifications among the many elements that make up our culture. Our schools are a part of, not apart from, our government and our many social, economic, and intellectual enterprises. To make them so in fact requires not only that our executives shall know the science of administration, but also, that they shall play a part in the wider leadership activities of their profession.

In accordance with this idea three unusual features have been included in this book: first, an explanation of the organizations and activities of the professional societies in this field; second, far more extensive, yet by necessity far from complete, bibliographies of the literature of the field, including a special treatment of the necessary library and research tools and materials; and third, a treatment of the historical, philosophical, social, and psychological backgrounds of school administration.

Aside from these special features, the matters treated here are as in most of our comprehensive texts. Effort has been made to enable the student to see all the wide reaches of, and reasons for, our American public education enterprise, and to sense public education as an institution, as one of our chief instruments of social progress, as a phase of our culture, as a part of our government, and as a science of management. Through its analyses, through the problems it has proposed, and the bibliographical helps it has offered, this book has at-

tempted to provide points of contact with the essential responsibilities of the school executive in all the many types of positions available to our school administrators, and to prepare the way for lectures, reading, discussion, and special studies which will afford training in the processes of finding out how to isolate, define, and deal with problems of school management.

The book is arranged in two Parts. Part I, of four chapters, introduces the reader to the field and to the tools by which the field can be entered and worked. Chapter 1 describes the field and characterizes the literature and its sources; Chapter 2 introduces and explains the library and scientific tools essential to its study; Chapter 3 presents the temporal, philosophical, institutional, and psychological background of the field, not only as a means of explaining the school as an institution and the general reaches of the practice of school administration, but also as the sources of facts and reasons by which the objectives and the processes of administration are so largely determined; Chapter 4 is devoted to the professional societies of which school administrators are members, and reveals to the student the nature of this outer realm of opportunity and responsibility and how to participate in its activities. The amount of time to be devoted to this Part by any class should vary with the degree of advancement, the experience, and the purposes of the students. The writer is convinced that it cannot properly be ignored by any who seek places of leadership in the field.

Part II, in eleven chapters, covers the subject matter of federal, state, county, and local school administration. Chapter 5 is devoted to a discussion of our theory of public education and our theory of school administration. Though textual treatment of the latter is brief, the author hopes that it may provoke study and discussion by which the nature of the administrative service may be examined and the reasons for our proneness toward authoritarian practices revealed.

Instructors will find it easily possible to change the relative emphasis given to federal, state, county, and local problems from that given by the text. Nothing short of encyclopedic treatment could cover all that one might wish for in any one of these fields. To meet this need care has been taken to indi-

cate the type of problems to be met, and extensive and classified bibliographies are appended throughout.

It remains to express here the author's debt to his students over a period of years. It was largely out of his students' continuous inquiries that this idea of a textbook was developed. To three of his recent graduate students, Hal W. Hamm, John R. Humphreys, and Irwin Switzer, the author is indebted for an extended study of this plan for a book in light of their own learning problems, and for some assistance in starting the bibliographical work.

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CONTENTS

PART I

The Field of Public School Administration

CHAPTER	PAGE
1 AN APPROACH TO THE STUDY OF SCHOOL ADMINISTRATION	3
1. General description of field covered. 2. Description and characterization of the literature. 3. Knowing those who have produced the literature. 4. Knowing the types of publications. 5. Knowing the literature as to content and method of treatment. 6. Knowing the literature in terms of problems, functions, and careers.	
2 THE TOOLS OF RESEARCH AND LIBRARY USAGE	19
1. Specialization in libraries and in studies. 2. Library usage. 3. Bibliography on the organization and use of the library: General guides to reference materials. Dictionaries. Encyclopedias. Bibliographies and lists. Indexes, guides, and reviews. Directories and handbooks. 4. Research tools. 5. Bibliography on research methods and techniques: Philosophic research. Scientific research. Statistical theory and techniques. Reporting research findings.	
3 THE BACKGROUND OF SCHOOL ADMINISTRATION . . .	32
1. Schools a part of our culture. 2. The temporal background of school administration. 3. The background of basic concepts. 4. The background of daily living. 5. The background provided by nature. 6. Approach to the study of these backgrounds. 7. The history of education. 8. Bibliography on the history of education: Bibliographies. General treatises. Special studies and researches. Source materials. Biographies. 9. The philosophy of education. 10. Bibliography on the philosophy of education.	

	11. Educational sociology. 12. Bibliography on educational sociology. 13. Educational psychology and biology. 14. Bibliography on educational psychology: Reference works. History and theory of psychology. General experimental psychology. Psychology of learning. Psychology of personality. Abnormal and clinical psychology. Psychology of individual differences and mental measurement. Psychology of growth and development—childhood and adolescence. Social psychology.	
4	PROFESSIONAL ORGANIZATIONS, SERIAL PUBLICATIONS, AND PUBLIC DOCUMENTS OF THE FIELD . . .	74
	1. Training for membership in the profession. 2. Types of administrative positions available. 3. Professional societies important to administrators. 4. List of societies. 5. Professional and scientific journals, yearbooks, and proceedings important to administrators. 6. Bibliography of professional and scientific serial publications. 7. Public documents of importance to administrators. 8. Guides to federal documents. 9. Reference books, catalogues, and lists of federal documents. 10. Guides to state and local documents. 11. Reference books and guide books. 12. Selected lists of documents: United States Office of Education. Census Bureau.	

PART II

The Literature and Problems of Public School Administration

5	OUR THEORY OF PUBLIC SCHOOL ADMINISTRATION . . .	101
	1. Theories of public schools and of their administration not entirely separable. 2. How our theories have been developed. 3. An approach to a theory of school administration. 4. Some problems of theory. 5. Any sound theory must take account of social change and of scientific developments in the field. 6. Bibliography on our theory of public school administration.	
6	THE FEDERAL GOVERNMENT AND EDUCATION . . .	117
	1. The historical background of federal action in education. 2. The policy of expediency. 3. Analysis of	

CONTENTS

ix

CHAPTER

PAGE

federal activities in education. 4. The problem as it now stands. 5. Bibliography on the place of the Federal Government in education.

7 STATE SCHOOL ADMINISTRATION 129

1. The rise of state control of education. 2. Social change and the growth of state school systems. 3. Present state problems. 4. Questions to guide the reader. 5. Bibliography on state school administration: Theory of state education. Legislative, legal, and regulative problems. State school organization and administration. State school staff services—research, supervision, publications, advice, and evaluation. Instructional program. Personnel problems. School building and health controls. Public documents and miscellaneous.

8 COUNTY AND RURAL SCHOOL ADMINISTRATION 150

1. Position of county in school administration varied and unsettled. 2. We lack a theory as to the position of the county in our school system. 3. Important aspects of the problem. 4. Bibliography on county and rural school administration: General treatises and broad studies. Organization and administration. Special features and problems. Transportation of pupils.

9 FINANCING PUBLIC EDUCATION 167

1. The field and its major problems. 2. How much should we spend for public schools? 3. Where should the burden of costs rest? 4. How may we raise our school money? 5. How may income for schools be safeguarded? 6. By what plans may pooled funds be distributed? 7. Limitations on state aid. 8. Debt financing for schools. 9. Evaluation of systems of school finance. 10. Bibliography on school finance: Bibliographies. Source materials. General treatises. Federal school finance. State school finance. Local school finance.

10 LOCAL SCHOOL ADMINISTRATION—THE DISTRICT 202

1. The field of local school administration. 2. Policy-making for the school system. 3. Organization of a local school system. 4. Central office administra-

	tion. 5. Public relations. 6. The literature on local school administration. 7. Bibliography on local school administration: General treatises. City school survey reports. The board of education—legislative functions. The superintendency—administrative functions. Teacher participation in administration. Administration of instruction, health, and special education and services—The instructional program; The health service; Visual, auditory, and safety education; Care of special groups. Adult education. Public relations. Records and reports.	
11	PERSONNEL MANAGEMENT—THE SCHOOL STAFF	253
	1. The field of personnel management. 2. Problems with important bearing upon personnel administration. 3. Problems of local personnel administration. 4. Bibliography on school staff personnel: General and miscellaneous. Teacher supply and demand. Teacher selection and placement. Professional training and in-service education. Salary and economic status of teachers. Tenure and retirement.	
12	SUPERVISION AND RESEARCH	279
	1. The administration of staff services. 2. The field of supervision. 3. Analysis of the function of supervision. 4. Some types of supervision problems. 5. Bibliography on supervision: General treatises. Supervisory procedures. Evaluation and special fields. 6. The field of school research. 7. The nature and place of school research. 8. Planning a research program. 9. Bibliography on school research.	
13	SCHOOL BUSINESS MANAGEMENT	310
	1. The nature of the field of school business management. 2. Analysis and organization of the field. 3. Major items of school business. 4. Routine types of school business. 5. Character of the literature on school business management. 6. Bibliography on school business management: General and comprehensive treatises and broad studies. Finance: capital outlay, bonding, budgeting. Operation, maintenance, insurance. Accounting, purchasing, supplies management. Pupil transportation.	

CONTENTS

xi

CHAPTER	PAGE
14 SCHOOL BUILDINGS	341
1. Plant development a part of business management.	
2. Guiding policies for school business. 3. Develop-	
ment of a building program. 4. Choice and develop-	
ment of school sites. 5. Development of building	
plans. 6. The financial aspect of the building pro-	
gram. 7. Administering a building program. 8.	
Bibliography on school buildings.	
15 THE ADMINISTRATION OF A SCHOOL	365
1. The nature of a school. 2. The school as a unit in the	
system. 3. The school and central office services.	
4. Shaping the school's internal organization and	
policies. 5. Planning for the year's work. 6. Analysis	
of principal's duties. 7. Some typical problems of	
detail. 8. The literature on the administration of a	
school. 9. Bibliography on the administration of a	
school: College administration. Secondary school	
administration. Elementary school administration.	
Student personnel. Classroom management, includ-	
ing care of special groups.	
AUTHOR INDEX	415
SUBJECT INDEX	429

PART I
THE FIELD OF PUBLIC SCHOOL
ADMINISTRATION

Chapter 1

AN APPROACH TO THE STUDY OF SCHOOL ADMINISTRATION

1. General Description of Field Covered

The field of school administration, as commonly taught, includes more than the technical use of the term "administration" implies. Wherever there is consideration of public policy affecting education as it is or may be; wherever there is law-making or court action touching education; wherever there is planning or policy-making for the creation or management of educational service of any kind; indeed, wherever there is educational activity of any sort, administration in some form is involved, directly or indirectly.

Education is one of our most extensive and most costly public services. The federal government, all state governments, county, town, and township governments in many states, and each local school district in all states share responsibility for the management of public education. Besides public education, we also have schools that are developed and operated by church authorities, schools conducted as independently endowed institutions, and schools conducted as private economic ventures. Administration as a study is concerned with the creation and management of all these types of schools and with government, church, or private responsibilities bearing upon educational service. The primary concern of this book, however, is with public education.

Of schools there is the widest variety, offering programs suited to all, from early infancy to late adulthood. Nursery school, kindergarten, elementary, secondary, and higher institutions provide an educational ladder available for any who may elect to try to climb on it. Besides this coordinated line of serv-

ice innumerable technical, professional, and special schools and special education services are provided to meet the needs of special groups. For all these units programs have to be conceived and planned and policies have to be formed. For all, workers have to be trained, organized, and directed. Housing and equipment have to be provided, funds assembled, budgets planned and carried out. The task of planning for a suitable division of labor to care for the range and variety of functions thus suggested indicates the wide variety of activities with which the field of school administration has to deal.

Beyond one's regular work as an administrator there is the work of the profession in which every administrator will want to participate. In preparation for this, some attention should be given to the professional and scientific organizations in this field and to the activities of these organizations. In a proper sense these organizations afford a stimulus to continuous growth and an outlet through which members may give expression to their ideas or perhaps assist in shaping public sentiment or the legislation by which the school policies of the country are formed. In most of these organizations two lines of activities are carried on: public meetings for discussion and the presentation of papers and committee reports and the publication of proceedings, reports, yearbooks, and journals. The trained administrator will be familiar with all these avenues of expression.

Nor is this all that falls within this special field of study. There is a background—temporal, philosophical, and scientific—without which present day problems of school administration cannot easily be understood. The history of education, our political theory, our social philosophy and the social forces and problems of the present, the sciences of psychology and biology that throw light upon the problems of learning and teaching and school routines, also must be understood for their special contributions to school management.

2. Description and Characterization of the Literature

The study of school administration may be carried on in a library, in the classroom, in laboratories, and in responsible

practice. To gain the required knowledge a wide variety of methods of work is utilized. For all types of study and teaching, a first necessity is a library, filled with the accumulated knowledge and thought on the subject of interest. It would not be difficult to list as many as twenty thousand books and monographs that deal in an important way with one or more of the aspects of school administration. To gain an acquaintance with this literature, and one must if he is to be a scholar or a leader in this field, one must know how to find his way among these many titles. To assist in this some general description or characterization of the collection may be offered at this point.

In the first place, these writings have accumulated through a long period of time. Harvard College was founded in 1636. Colonial legislation affecting education began in Massachusetts in 1642. From the very beginning of colonial life schools have been fostered and from the start education has been a public as well as private or church-controlled service. It has everywhere been a basic interest of our people. Official documents—legislative, judicial, and directly educational—have been produced continuously by state and local units of government. Education has from the start been discussed by philosophers, statesmen, and schoolmasters. A vast professional and scientific literature has accumulated on every possible problem in the field. What other times and other peoples have done, what we should do and why, how to establish schools, how to organize and direct them, how to finance, and how to house them suggest wide areas back of which lie thousands of pages of carefully drawn statutes and regulations. Vast systems of published official reports tell the story of what has been done. Parallel to these types, through books, monographs, and journals, there has been published a continuous record of what men have thought and of what their researches have revealed about these many enterprises.

It must be remembered that students of school administration are concerned with many matters outside the realm of their immediate field. Administration is an aspect rather than a separate isolated division of the field of education. It is

concerned with every purpose, every activity, and every object of the school, and with the relation of all these to the life of the community, the state, and the people—the clientele of the school enterprise. The administrator cannot know administration without knowing much about the service he is to administer. Although he cannot be a specialist in health, guidance, teaching, and pupil care, yet he must know the fundamentals of these fields and keep in touch with the trend of developments. In like manner he must know much about the social philosophy back of the concept of free public schools and back of all other types of schools as well, since this philosophy has a most important bearing upon his problems. Quite as intimate, and for like reasons, also, must be his concern with the fields of politics, economics, and public finance. In similar fashion, too, his problems will lead him to the findings of many researches in psychology, sociology, and biology. All these areas require attention of the student of administration. Although it is beyond the scope of this work to offer more than a few sample excursions into these fields for their background value only, it must be kept in mind that each of these fields is supported by a large library of its own.

As a means of identifying and remembering titles and authors in connection with what the separate publications have to offer, it will be helpful to a student if the literature is viewed from four separate standpoints, as follows:¹

1. How, or by whom the literature has been developed.
 - (a) Government officials
 - (b) Institutions
 - (c) Societies
 - (d) Groups—committees, boards, commissions, faculties
 - (e) Individual authors
2. The form or the types of publications represented.
 - (a) Books
 - (b) Monographs
 - (c) Pamphlets

¹ The beginning student would do well to go to a library and become acquainted with what these analyses show and with what they can do to acquaint him with his most important tools.

(d) Brochures

(e) Magazines

(f) Leaflets

(g) Graphic forms

3. The types of publications and method or general character of treatment offered.

(a) Documentary and other source materials

(b) Reference works

(c) General treatises

(d) Researches

(e) News, opinions, and general discussion

4. The problems or the materials treated.

(a) Social, psychological, philosophical, historical, political, and economic backgrounds

(b) Law-making, court actions, board regulations

(c) Finance, property, and business matters

(d) Instruction, supervision, curriculum

(e) Personnel—staff and pupil

(f) Research and public relations

(g) Administration

To master the field of school administration one must know the literature of the field and he will do well to know it from each of these four viewpoints. He must know the school—the institution—in all its forms of expression; he must know the leadership of the field—those who are running the enterprise and those who are producing its literature; he should be familiar with the forms in which the literature exists; and he should know the problems and circumstances and conditions of life of the enterprise in all its aspects. The above classifications may be helpful to these ends. To illustrate: One hears of a new title and wonders whether or not it would be useful. It will help greatly if he knows its classification as here suggested. Is it an official document of a government, of an institution, or of a society? Is it a book or a monograph or a magazine article? Is it a collection of facts or a reference work, a research, a general treatise, or a report of news? Does it pertain to the philosophical, the legal, the financial, the instructional,