

**A STUDY OF PROCEDURES USED IN MEETING ADMINISTRATIVE  
PROBLEMS IN THE SCHOOLS OF TEXAS WITH 2000 TO 6500  
IN AVERAGE DAILY ATTENDANCE**

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**A Dissertation  
Presented to  
the Faculty of the College of Education  
The University of Houston**

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**In Partial Fulfillment  
of the Requirements for the Degree  
Doctor of Education**

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**by  
Terrell W. Ogg  
June 1958**

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## ABSTRACT

An investigation was made to secure information on two related questions:

- (1) What, in general, are the problems of administrative nature that the superintendent of middle size school systems have to meet?
- (2) What procedures seem to be successful in meeting these administrative problems?

A pilot study was developed using fifteen school superintendents from schools ranging from 2000 students in average daily attendance to schools with 6500 students in average daily attendance. The superintendent participation in the pilot study furnished a listing of major problems that they were meeting. Seventy-nine school systems of the middle size class were invited to participate in the study of the successful procedures in meeting administrative problems.

All the schools in Texas with an A. D. A. ranging from 2000 to 6500 were included in the study.

Information concerning the type of problems facing the superintendent of the middle size school was assembled through requesting superintendents in the pilot schools to list ten major problems that they had met during the last



three years and to list the various steps used to solve each of these problems. The information from the pilot schools was used to develop the questionnaire that was used in the study.

The questionnaire listed the ten major areas in which administrative problems existed according to the findings of the pilot study. These major areas were as follows: School Finance, Buildings, Special Education, Curriculum and Instruction, Personnel, Auxiliary Education Services, School Board-Superintendent Relations, School Evaluation, Public Relations, and General Administration. The problems in each area were broken down into a more detailed analysis and the question asked was whether this was a problem to the particular school participating. It was also determined whether the problem was considered major or minor. The questionnaire isolated the particular problem that individual schools had in each major area and secured a description of the method of attack on the particular problem.

The second part of the questionnaire was devoted to evaluation of the procedure used in solving the particular problem:

Was it completely successful? Why?

Was it partially successful? Why?

Was it not successful? Why?

Was it harmful? Why?

The frequency and importance of the problem in each area were determined by the tabulation of the questionnaire.

The classification of the particular problem in each area was established by the frequency of occurrence in the tabulated questionnaire.

The procedure in attacking the particular problem in each area was determined by tabulation of the questionnaire. The success of the procedure was established by the analysis of the frequency of successful solution in each area.

The findings of this study parallel the findings in previous studies in this field of investigation of problems faced by school superintendents. The findings indicated that there were problems in each area of school administration. The procedures found most successful in solving the problems in the areas of School Finance, Buildings, School Board-Superintendent Relations, and Public Relations were those procedures that involved the use of some form of lay person participation. The procedures found most successful in solving the problems in the areas of Special Education, Curriculum and Instruction, Personnel, School Evaluation, Auxiliary Services, and General Administration were those procedures that involved the use of professional personnel.

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## CHAPTER I

### I. STATEMENT OF THE PROBLEM AND PURPOSE OF THE STUDY

In every age some form of education has been carried out with the individual and the group. The role of education in the United States has gradually taken on a definite characteristic: namely, that education is a function of the state and is therefore public education.

The development of the position of the superintendent of schools as the educational leader in his community is of very recent origin.<sup>1</sup>

Administration is an important phase in the operation of any enterprise. Administration in business enterprises has many factors that are common to administration in education. Administration must be concerned with human relations, policy operations, development, planning, cost analysis, and sales promotion, as well as many other aspects of business operation. Administration in the field of education, as well as having many phases in common with other types of administration, has many phases that are peculiar to the field of education, such as curriculum, discipline,

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<sup>1</sup>Frederick Elmer Bolton, Thomas Raymond Cole, and John Hunnicut Jessup, The Beginning Superintendent, (New York, The Macmillan Company, 1937), p. 20.

special education, and instruction. The schools of today are faced with many problems of administration.

These problems of administration have been greatly increased in recent years by the rapid increase of the student population. The growth of the schools has made the problems of finance, buildings, teacher supply, auxiliary services, and public relations most acute. The successful solution of these problems has a direct effect on the progress of education. There seems to be a need for a more practical approach to solving the administrative problems that face the superintendent of schools.

The pressures of the modern day schools vitally affect the operation of a school program. Out of the pressures develop many problems, and together with the general problems arising out of the operation of an educational program, they present a challenge to the superintendent of schools.

The problem can be clearly stated as the establishment of administrative procedures that can be successfully used in schools with 2000 to 6500 students in average daily attendance to solve education problems being faced by the superintendent of these schools. The successful solution of the problems that schools must face determines the degree to which education will function in its role as

a builder of democracy.

America's public school boards and their administrators, the Superintendent, live and move in pressures as a sailing craft lives and moves in wind and tide. That is the way it has always been and that is the way it must be--as long as our schools are literally of the people.

If the winds and waves seem to be running to hurricane size lately, that is no reason for dropping the tiller and asking Heaven to view what the ship's officers have to bear. When America's schools cease to navigate through and by reason of an ocean of cross pressures, we shall have education in the image of Hitler, Mussolini, and Stalin.

The future of America's children does not lie in turning off the pressures, though there are a good many extremist pushes right now that schools could well do without, in the interest of getting on with the business of education. The future, for better or worse, depends on what the school boards and the superintendents do with those pressures.<sup>2</sup>

It is the purpose of this study to explore the field of general educational problems encountered by the superintendent of schools and to establish as nearly as possible the procedures followed in attacking these problems. The study has been limited to those public schools in Texas with average daily attendance of 2,000 to 6,500 for the year 1954-55. The study has not considered administration from any other approach than that of the superintendent of schools.

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<sup>2</sup>School Board - Superintendent Relationships, The Thirty-fourth Yearbook, (Washington, D.C.: American Association of School Administrators), pp. 13-14.

Any person who has served as a superintendent of schools for the past ten years has become increasingly aware of the necessity for the successful solution of administrative problems. It seems evident that many of the problems that face an administrator could be dealt with in a more effective manner if proper procedures were used. It seems unfortunate that these procedures have been in most cases developed as a matter of the moment. Often the procedure of attacking the problem has been a "hit or miss" operation.

This study has been done in order that others in the field of the superintendency may have access to the experience of several superintendents dealing with actual problem situations. It is felt that such information may extend the use of tried and proven procedures in meeting highly complex problems, thus reducing the possibilities of failure.

The position of the school administrator is one of increasing importance and responsibility. The superintendent of the school system from 2,000 to 6,500 average daily attendance in Texas finds that his position is not only vital to the success of the educational program but also that his decisions often affect basically the life of the community.

A thorough study needed to be made to identify successful procedures in meeting administrative problems in the middle size school systems. For this purpose, the procedures outlined in the literature of educational administration are inadequate and too generalized. The individual administrator needs specific devices which are tailored to meet his local situation.

## II. DEFINITION OF TERMS

In this study certain terms which are used are defined or interpreted as follows:

1. Problems - This refers to problems of superintendents dealing with administration, instruction, and public relations which arise in the discharge of their responsibility to the board and to the community.
2. Procedures - This term refers to methods used and to lines of action followed by the superintendent in the attempt to solve the problems which arise. As used here, it does not include board policies but may involve the implementation of those policies.
3. A.D.A. - This term refers to the average daily attendance of pupils taken from the superintendent's annual report to the State Department of Education.



4. Middle size schools - This term refers to those schools in Texas that have from 2,000 to 6,500 students in average daily attendance.
5. Major problems - This term refers to those problems considered by the reporting superintendent to be of major proportion.
6. Minor problems - This term refers to those problems considered by the reporting superintendent to be of minor proportion.

### III. PROCEDURE AND SOURCE OF DATA

It was intended that the problems involved in this study be real, vital problems of active superintendents in Texas schools. To obtain a representative list of problems, fifteen superintendents of middle size schools in Texas were invited to participate in a pilot study. The superintendents were selected from geographic areas corresponding to the geographic districts of the Texas State Teachers Association, covering the entire state of Texas. The superintendents were also selected from the different population levels within the 2,000 to 6,500 A.D.A. spread. An attempt was made to have the superintendents selected for the pilot study as representative of the total superintendent group as possible. The superintendents participating in the pilot

study were asked to submit the ten most crucial problems with which they had been confronted in the last ten years. Thirteen of the fifteen superintendents invited agreed to take part in the study.

The thirteen superintendents submitted fifty-six problems, which were mentioned from one to seven times. These problems were analyzed by the writer in light of the current literature written in the field of school administration, and to establish a pattern to be used in the pilot study. These problems were submitted to a graduate educational seminar at the University of Houston to determine whether or not basis for a complete questionnaire was present. After these problems were carefully analyzed, they were grouped under ten major headings and appeared on the original questionnaire as follows:<sup>3</sup>

- |                      |                            |
|----------------------|----------------------------|
| 1. Finance           | 6. Auxiliary educational   |
| 2. Building          | services                   |
| 3. Special education | 7. School board-superin-   |
| 4. Curriculum and    | tendent relations          |
| instruction          | 8. School evaluation       |
| 5. Personnel         | 9. Public relations        |
|                      | 10. General Administration |

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<sup>3</sup>See Appendix E.

With these ten major headings, a questionnaire was developed with from three to ten subheads under each heading, the subheads being taken from the pilot study replies or suggested by them.

This questionnaire was studied by the graduate educational seminar at the University of Houston and after careful study and necessary revisions, it was decided that the questionnaire would be a reliable instrument for statistical use.

The questionnaire was submitted to all seventy-nine superintendents of the middle size schools of Texas inviting them to participate in the study. The superintendents were asked to indicate whether they had been confronted with the problems; to report whether it was a major or minor problem; to describe their particular problem in this phase of administration; to describe their method of attack in attempting to solve the problem, and finally, to evaluate the degree of success they experienced in their efforts at solution. Usable returns were received from thirty-six superintendents, which represented a 45 per cent return of the questionnaires sent out.

#### IV. ORGANIZATION OF THE STUDY

Chapter I states the problems and procedure of the

study, Chapter II reviews certain former studies on administrative problems, and the remaining chapters develop each of the ten major problem areas in administration, namely: Problems and Procedures in School Finance, Problems and Procedures Related to School Building, Problems and Procedures Related to Special Education, Problems and Procedures Related to Curriculum and Instruction, Problems and Procedures Related to Personnel, Problems and Procedures Related to Auxiliary Educational Services, Problems and Procedures of School Board-Superintendent Relations, Problems and Procedures of School Evaluation, Problems and Procedures Dealing with Public Relations, and Problems and Procedures Dealing with General Administration.

The last chapter is devoted to drawing conclusions from the materials presented in the preceding chapters, and the writer calling attention to some observations and suggestions which the study seems to justify.

## CHAPTER II

### REVIEW OF THE LITERATURE

The purpose of this chapter is to review, briefly, certain recent literature pertinent to the field of this thesis.

No attempt has been made to list all the works done in the field of problems and procedures in school administration. Many outstanding textbooks such as Principles of School Administration by Paul R. Mort, School Administration by Arthur B. Moehlman, The Public Administration of American Schools by Van Miller and Willard B. Spalding, and The Nature of the Administrative Process by Jesse B. Sears have been written in this field. This study has attempted to leave the general field and enter into the specific field of the use of administrative procedures. An attempt has been made to personalize the problem and the procedure used; such as, was this your problem, how did you handle it, and was it successful. A number of studies in the field of literature seemed pertinent to this study. A study made by the Cooperative Program in Education Administration in New England; a study presented in the Journal of Education Research titled "Research Priorities in Education Administration;" a study presented in The School Executive titled

"The Superintendent Speaks;" and a study made by the South-western Cooperative Program in Education Administration were found to be in line with the type of study presented in this thesis.

The first two references deal with the identification of administrative problems from the standpoint of the superintendent and tend to serve as a check on the validity of the problems as set forth in this thesis.

The Cooperative Program in Educational Administration in New England reports on a study on administrative problems.<sup>1</sup> Three members of the Harvard University faculty interviewed five per cent of the superintendents in each of the six northeastern states on the question "What the superintendent sees as his major problems."

The problem areas as revealed by the interviews together with the per cent of problems falling into the various categories were found to be as shown below:

- |  |               |
|--|---------------|
| 1. Problems relating to school boards      | 23.2 per cent |
| 2. Problems relating to the public         | 23.2 per cent |
| 3. Problems relating to professional staff | 16.4 per cent |

---

<sup>1</sup>George E. Flowers and others, "Relationships with People is the Key," American School Board Journal, 124: 25-27, June 1952.

|  |              |
|--|--------------|
| 4. Problems relating to the superintendent himself     | 7.2 per cent |
| 5. Problems relating to non-public schools             | 6.4 per cent |
| 6. Problems relating to non-professional staff         | 6.0 per cent |
| 7. Problems relating to parents                        | 4.0 per cent |
| 8. Problems relating to municipal government           | 3.7 per cent |
| 9. Problems relating to a wider profession             | 3.7 per cent |
| 10. Problems relating to State Department of Education | 3.4 per cent |
| 11. Problems relating to the superintendents' faculty  | 1.3 per cent |
| 12. Others   | 1.4 per cent |

The three major areas, school boards, the public, and professional staff, make up about two-thirds of the total problems. The classifications and number of cases occurring under the various classifications for these three major areas are given below:

Problems relating to school boards:

|   |          |
|---|----------|
| 1. Politics and patronage   | 17 cases |
| 2. Difficulties associated with multiple board in union superintendencies | 17 cases |
| 3. Board rejection of superintendent's policy recommendations             | 14 cases |

- |   |          |
|---|----------|
| 4. Definition of role of superintendent                 | 12 cases |
| 5. Personal opposition from individual<br>board members | 8 cases  |

Superintendents' problems in relation to the public:

- |   |          |
|---|----------|
| 1. Getting the people to see the needs and<br>opportunities and act on them | 28 cases |
| 2. Financial support  | 13 cases |
| 3. Public behavior toward and expectations<br>of the superintendent         | 9 cases  |
| 4. School district organization   | 7 cases  |
| 5. Personnel  | 5 cases  |
| 6. School program   | 6 cases  |
| 7. Individual citizens as "blocks" to school<br>plan                        | 4 cases  |
| 8. Crippling demands on superintendents'<br>time for community work         | 3 cases  |
| 9. Pressure groups  | 3 cases  |
| 10. The press   | 3 cases  |

Superintendents' problems in relation to the professional staff:

- |   |         |
|---|---------|
| 1. Supervision and in-service development | 9 cases |
| 2. Salaries                               | 9 cases |
| 3. Relation with principal                | 9 cases |



|  |         |
|--|---------|
| 4. Arousing interest in committee work on such things as curriculum revision | 7 cases |
| 5. Dismissal and retention   | 5 cases |
| 6. Lack of adequate professional assistants                                  | 5 cases |
| 7. Personal teacher-superintendent relationships                             | 4 cases |
| 8. Others  | 8 cases |

In the second study<sup>2</sup> the superintendents in each of the five largest cities in each of the forty-eight states were asked the question, "As you look over the contemporary unsolved administrative problems faced by you in discharging the responsibilities of a city superintendent, which one, or ones, do you see as most crucial and deserving of research priority?"

The 541 usable items received were tabulated as follows:

|                                       |     |               |
|---------------------------------------|-----|---------------|
| The School Staff                      | 192 | 35.5 per cent |
| The teaching staff                    | 75  |               |
| The superintendent                    | 53  |               |
| The professional administrative staff | 42  |               |

---

<sup>2</sup>Arthur P. Colodarci and others, "Research Priorities in Educational Administration," Journal of Educational Research, 47:625-630, April, 1954.

|   |    |     |               |
|---|----|-----|---------------|
| The supervisory staff   | 18 |     |               |
| The clerical staff  | 4  |     |               |
| The Educational Program   |    | 123 | 22.7 per cent |
| Curriculum  | 75 |     |               |
| Instruction   | 29 |     |               |
| Guidance  | 19 |     |               |
| Public Relations  |    | 110 | 20.3 per cent |
| Community relations   | 86 |     |               |
| Relations with school<br>agencies and professional<br>groups    | 24 |     |               |
| Plant Planning and School Finance                               |    | 88  | 16.3 per cent |
| School finance  | 57 |     |               |
| Plant planning  | 31 |     |               |
| Role and Responsibility of the American Public School<br>System |    | 24  |               |
| Unclassified  |    | 4   |               |

Problems included under the teaching staff were improvement of recruitment and selection, improvement of teacher evaluation and selective retention practices, improvement of in-service training programs, and methods of obtaining and maintaining good morale. Under the superintendent were methods of budgeting personal time adequately, definition and use of democratic procedures, and methods

for delegating responsibility. Problems under professional and administrative staff involved definitions of duties and responsibilities, determination of optimum size, improvement of in-service training, and methods for evaluation of staff. Listed under the supervisory staff were methods of organization, improvement of supervisory methods, and supervisor selection and evaluation.

Under curriculum, forty of the seventy-five items dealt with the definition of basic principles of and effective procedures for general curriculum development. The improvement of the curriculum for the slow learners was next in frequency. The two specific areas mentioned under instruction were methods for validating present procedures and adapting instructional methods to class size. Under guidance was listed methods for promoting more effective inter-group and inter-individual behavior and development of improved bases and procedures for grouping.

The four areas listed under community relations were the general public relation program, methods for encouraging and using lay participation, methods for handling community pressure groups, and methods for reacting to the "attacks on the schools."

Grouped under school finance were methods of obtaining increased financial support and improvement of budgeting

and accounting procedures. The plant planning area included definition of optimum plant size, estimation of building costs, determination and use of population trends, and reduction of building costs.

A third similar study also dealing with problems of superintendents was conducted late in 1956 by The School Executive in which were polled some of the chief school administrators over the country to get their opinions on the events in the field of education during the previous months.<sup>3</sup> Among the questions asked them was, "What were your main problems during 1956?" The answers to this question were summed up as follows:

It is not surprising that the same three problems appeared with monotonous repetition on nearly every questionnaire--obtaining and holding adequately trained teachers (a top problem for 70 per cent); providing needed plant facilities and grappling with overcrowded classroom conditions; and obtaining adequate funds to carry on a good program. Plaguing relatively few administrators were public relation problems, personnel relations problems with staff and students, needs for curriculum changes and problems blocking it, and transportation difficulties.

In 1952 the Southwestern Cooperative Program in Educational Administration conducted a study which had for its purpose the charting of a program of in-service

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<sup>3</sup>"The Superintendents Speak," The School Executive, 76:56, January, 1957.

professional improvement for school superintendents.<sup>4</sup> In this study the superintendents were polled on their most prevalent problems and those most frequently checked are shown below:

|   |               |
|---|---------------|
| 1. Developing financial support   | 67.1 per cent |
| 2. Evaluating the efficiency of the individual teacher                      | 65.0 per cent |
| 3. Determining the real educational problems peculiar to the community      | 60.9 per cent |
| 4. Enlisting public support for solution of school problems                 | 60.0 per cent |
| 5. Identifying unmet needs of school and community                          | 57.5 per cent |
| 6. Establishing instructional methods to be followed in teaching of reading | 67.2 per cent |
| 7. Using public relation media  | 55.8 per cent |

It should be noted that fifty per cent or more of the superintendents considered these problems urgent and important.

A second group of problems which fifty per cent or more of the superintendents considered to have been solved satisfactorily or to be of minor importance were as follows:

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<sup>4</sup>Hollis A. Moore, Jr., "Blind Spots in In-Service Education for Administrators," The Nations Schools, 51: 43-46, April, 1953.

|   |               |
|---|---------------|
| 1. Preventing the school board from exercising executive functions        | 78.3 per cent |
| 2. Seeing that secretaries made good use of their time                    | 76.5 per cent |
| 3. Preventing pupil misbehavior   | 69.5 per cent |
| 4. Making provisions for a periodic check on insurance needs and coverage | 68.8 per cent |
| 5. Fitting into the organized community groups                            | 66.4 per cent |
| 6. Simplifying procedures used in requisitioning supplies                 | 61.7 per cent |
| 7. Improving methods of recording attendance                              | 61.2 per cent |
| 8. Handling dissatisfied and complaining patrons                          | 59.5 per cent |
| 9. Keeping board members informed between meetings                        | 56.1 per cent |
| 10. Making it easy and respectable for teachers to air their complaints   | 54.4 per cent |

These studies, while differing in the importance given to certain phases, nevertheless, show a marked similarity as to problems confronting school superintendents. Furthermore, they correspond very closely to the problem areas developed for this thesis in the questionnaire sent

to the superintendents.

It can be noted that there has been much research in the field of administration to establish the duties and responsibilities of the superintendent of schools. This study is attempting to explore in more detail the procedures used to successfully meet the problems arising for the executing of these responsibilities and duties. This study is confined to schools of a certain size; therefore, the findings will parallel some of the earlier studies but will be peculiar in many respects to the schools' studies.

## CHAPTER III

### PROBLEMS AND PROCEDURES IN SCHOOL FINANCE

#### I. THE GENERAL PROBLEM OF SCHOOL FINANCE

The major objective and ultimate goal of the public school is the education of the child which makes the instruction the foundation of the educational program. Actually, the success of the instructional program is affected greatly by the adequacy of the finances available and by the manner in which these finances are administered. Moehlman, a specialist in school administration emphasizes the importance of school finance as follows:

Finance is the most powerful agency in any plan requiring money for its successful operation. . . . Whoever controls finance in the final analysis also controls policy. This fact has been recognized by the democratic state in entrusting the policy power over finance to the legislature and to the board of education. Only the mechanics of fiscal operation may legally be delegated to the professional executive. Control of even the mechanics provides an instrument so powerful that it may condition the entire instructional policy within the organization. None of the executive activities demands closer scrutiny or more exact continuing appraisal.<sup>1</sup>

Similarly, the importance of school finance and the necessity of attacking and solving the problems connected with school finance are emphasized in the Thirty-fourth

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<sup>1</sup> Arthur B. Moehlman, School Administration, p. 450.



**Yearbook of the Association of School Administrators.**

The advance of public education will be determined by the level of financial support. It is true that there is more to a good school program than a high level of expenditure per pupil. Nevertheless, the quality and type of educational opportunities will be determined largely by the funds that the people are willing or able to invest in educational services.

The kind of education required by a society based on scientific technology includes the fundamentals required by a pioneer society plus many more. As the scope of education widens, the cost increases. School boards cannot indulge themselves in the hope that school costs will go down or ever become stabilized. Every sign of the times point to increasing unit costs as well as increasing total costs.

Never have greater opportunities been afforded, however, to solve the problems of school finance. National income is at a high level. Industrial, scientific, and governmental leaders are taking a new view of the significance of education in every field of endeavor. This is the time for bold and imaginative proposals for better plans of school financing than have yet been achieved. School Board members and educational leaders can enlist the cooperation of the ablest leaders in all walks of American life in a cooperative approach to one of the great unsolved problems now before the people of the United States.<sup>2</sup>

The purpose of this phase of the study was to determine as nearly as possible the most pressing problems of the school superintendent in relation to school finance, to set forth some of the particular problems faced by individual superintendents and to learn how and with what degree of

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<sup>2</sup>School Board - Superintendent Relationships, Thirty-fourth Yearbook, American Association of School Administrators, pp. 221-222.

success they were solved.

To do this, the general problem of school finance was divided into four parts: (1) providing adequate revenue; (2) developing of proper tax structure; (3) voting needed bonds; (4) equalizing property valuations. In addition there were other problems which did not properly fall under the four classifications mentioned.

The superintendents were asked the following: (1) had they been confronted by these problems; (2) were they major problems; (3) were they minor problems; (4) to describe a particular problem of finance they had encountered; (5) to give the solution; (6) evaluate the degree of success they had in solving the problem.

## II. THE FREQUENCY AND IMPORTANCE OF PROBLEMS

Table I shows the frequency and importance of the problem. As the table shows, all four areas of problems showed a relatively high frequency of occurrence. This indicates that school finance has been, in general, a problem to all superintendents. The problem of providing adequate revenue and equalizing property values were most frequently classed as major problems.

## III. SUMMARY OF PARTICULAR PROBLEMS

A classification of the particular problems described

TABLE I

FREQUENCY AND IMPORTANCE OF SCHOOL FINANCE PROBLEMS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem                  | Frequency | Major Problem | Minor Problem |
|------------------------------------|-----------|---------------|---------------|
| 1. Providing Adequate Revenue      | 33        | 25            | 8             |
| 2. Developing Proper Tax Structure | 26        | 16            | 10            |
| 3. Voting Needed Bonds             | 27        | 13            | 14            |
| 4. Equalizing Property Valuations  | 26        | 21            | 5             |
| 5. Others                          | 3         | 1             | 2             |

according to the four general areas is presented in Table II.

TABLE II

CLASSIFICATION OF PARTICULAR PROBLEMS OF SCHOOL FINANCE  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem                  | Number of Problems<br>in Category |
|------------------------------------|-----------------------------------|
| 1. Providing Adequate Revenue      | 11                                |
| 2. Developing Proper Tax Structure | 15                                |
| 3. Voting Needed Bonds             | 4                                 |
| 4. Equalizing Property Valuations  | 5                                 |
| 5. Others                          | 3                                 |
| Total                              | 38                                |

The problems of Providing Adequate Revenue and Developing a Proper Tax Structure appear to have been the most acute in so far as the superintendent of the middle size schools is concerned.

No problems other than those related to the four stated areas were reported in Table I. However, in grouping particular problems, three did not fit any of the four categories and were classified as other problems:

1. Having a federal court order changed
2. Changing a municipal district to an independent district
3. Making the public recognize school finance as a problem

Table III indicates the degree of success experienced in the solution of the particular problems submitted.

While less than half of the problems mentioned were solved to the complete satisfaction of the responding administrator, thirty-three out of thirty-eight, or 86.9 per cent were within the partial and complete success columns. The highest degree of success seems to be experienced in the area of Providing Adequate Revenue, while the area of least success was in Equalizing Property Valuations.

Table IV lists the particular problems of school finance according to the nature of problems: (1) providing adequate revenue, (2) developing proper tax structure, (3) voting needed bonds, and (4) equalizing property valuations.

TABLE III

**DEGREE OF SUCCESS IN SOLUTION OF PROBLEMS OF SCHOOL FINANCE  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS**

| Nature of Problem                     | Complete<br>Success | Partial<br>Success | Unsu-<br>cessful | Don't<br>Know |
|---------------------------------------|---------------------|--------------------|------------------|---------------|
| 1. Providing Adequate<br>Revenue      | 7                   | 4                  | 0                | 0             |
| 2. Developing Proper<br>Tax Structure | 7                   | 7                  | 1                | 0             |
| 3. Voting Needed<br>Bonds             | 1                   | 2                  | 0                | 1             |
| 4. Equalizing Property<br>Valuations  | 0                   | 2                  | 3                | 0             |
| 5. Others                             | <u>0</u>            | <u>3</u>           | <u>0</u>         | <u>0</u>      |
| Total                                 | 15                  | 18                 | 4                | 1             |

Each of these problems are presented with the procedure used for the solution of the problem. The evaluation of the success of the procedure in solving the problem is, also, presented in Table IV.

It was found that out of the thirty-eight problems listed, thirty-three showed complete or partial success in the solution. The procedures most commonly used in attacking the problem was the using of citizen study committee and the developing of public relation program. Using citizen study committee as a procedure was reported eleven times. Developing a public relation program as a procedure was

TABLE IV

PROCEDURES USED IN THE SOLUTION OF THE PARTICULAR PROBLEMS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Procedure Used for<br>the Solution of the<br>Particular Problem | Degree of Success |         |                   |               |
|---|-------------------|---------|-------------------|---------------|
|   | Complete          | Partial | Unsuc-<br>cessful | Don't<br>Know |

Area I - Providing Adequate Revenue

|   |          |          |          |          |
|---|----------|----------|----------|----------|
| 1. Developing Public<br>Relation Programs | 3        | 2        | 0        | 0        |
| 2. Using Citizen's Study<br>Committees    | 2        | 1        | 0        | 0        |
| 3. Increasing Property<br>Values          | 1        | 1        | 0        | 0        |
| 4. Consolidating School<br>District       | <u>1</u> | <u>0</u> | <u>0</u> | <u>0</u> |
| Total                                     | 7        | 4        | 0        | 0        |

Area II - Developing Proper Tax Structure

|  |          |          |          |          |
|--|----------|----------|----------|----------|
| 1. Developing Public<br>Relation Programs  | 2        | 2        | 0        | 0        |
| 2. Using Citizen's<br>Study Committees   | 3        | 0        | 0        | 0        |
| 3. Using Board of Equal-<br>ization, Evaluation<br>Engineers, or Outside<br>Appraisers | 2        | 4        | 1        | 0        |
| 4. Calling Special Tax<br>Election   | <u>0</u> | <u>0</u> | <u>0</u> | <u>1</u> |
| Total  | 7        | 6        | 1        | 1        |

TABLE IV (continued)

| Procedure Used for<br>the Solution of the<br>Particular Problem | Degree of Success |          |                   |               |
|---|-------------------|----------|-------------------|---------------|
|   | Complete          | Partial  | Unsuc-<br>cessful | Don't<br>Know |
| <u>Area III - Voting Needed Bonds</u>                           |                   |          |                   |               |
| 1. Using Citizen's Study<br>Committees                          | 1                 | 1        | 0                 | 1             |
| 2. Developing Public<br>Relation Programs                       | <u>0</u>          | <u>1</u> | <u>0</u>          | <u>0</u>      |
| Total   | 1                 | 2        | 0                 | 1             |
| <u>Area IV - Equalizing Property Valuations</u>                 |                   |          |                   |               |
| 1. Using Citizen's Study<br>Committees                          | 0                 | 2        | 0                 | 0             |
| 2. Developing Public<br>Relation Programs                       | <u>0</u>          | <u>0</u> | <u>3</u>          | <u>0</u>      |
| Total   | 0                 | 2        | 3                 | 0             |

reported thirteen times. The public relation program embraced all common medium of publicity.

#### IV. GENERAL SUMMARY

In summarizing the findings of this chapter the following points appear to be most significant:

1. School finance, in one or more phases, is a continuing problem of most all superintendents.
2. The problems of providing adequate funds and of providing a proper tax structure are the most pressing, if the frequency of mention as the Particular Problem is to serve as one of the criteria.
3. The problem of providing adequate funds and providing a proper tax structure also show the highest degree of success in complete or at least partial solution.
4. The problems relating to equalization of property valuation appear to present the greatest difficulty of solution.
5. The two most common techniques used in dealing with problems of school finance are the use of lay committees or advisory groups and use of the common medium of publicity such as the press, radio, civic clubs, and parent groups.



## CHAPTER IV

### PROBLEMS AND PROCEDURES IN REGARD TO SCHOOL BUILDINGS

#### I. THE GENERAL PROBLEMS OF SCHOOL BUILDINGS

The general problem of providing classrooms for the constantly increasing number of school children in the United States continues to hold the attention of educational leaders throughout the nation. Indicative of its importance is that a study of school building needs was one of the six major areas studied in the White House Conference of late 1955. Statistics to support the attention given this problem are found in the survey of the United States Office of Education made in the fall of 1956 which shows a nation-wide shortage of 159,000 classrooms in the fall of 1956.

The importance of this problem is reflected also in the President's legislative program in which he urges the use of federal funds to relieve the classroom shortage.

This phase of the study attempted to learn the building problems which confront the administrators in the group of Texas schools participating in the survey.

For this purpose, the general problem of school buildings was divided into five headings: (1) providing needed

classrooms to house student population increase; (2) securing needed sites for future buildings; (3) providing adequate office space for administration; (4) improving the lighting in the present classrooms; and (5) providing functional furniture for the classrooms. As in Chapter III, the superintendents were asked whether they had had these problems; if so, were they major or minor problems; to describe a problem they had encountered; to describe their attempt at solution; and to evaluate the degree of success they experienced in solving the problem.

## II. THE FREQUENCY AND IMPORTANCE OF THE PROBLEM

The results of the questionnaire on building would seem to bear out the national importance of the school building problem. Table V shows the frequency and the importance of the problem.

Table V shows thirty-four of the thirty-six participating superintendents had experienced the problem of providing needed classrooms and that eighty-eight per cent of the time it was a major problem. Securing needed sites was mentioned twenty-nine times and providing adequate office space twenty-six times. Furthermore, in more than fifty per cent of the cases they were major problems. The fact that these three areas having to do with providing new buildings

TABLE V

FREQUENCY AND IMPORTANCE OF SCHOOL BUILDING PROBLEMS  
IN THE THIRTY-SIX MIDDLE SIZE SCHOOLS

| Nature of Problem   | Frequency | Major Problem | Minor Problem |
|---|-----------|---------------|---------------|
| 1. Providing needed classrooms to house student population increase | 34        | 30            | 4             |
| 2. Securing needed sites for future buildings                       | 29        | 16            | 13            |
| 3. Providing adequate office space for administration               | 26        | 15            | 11            |
| 4. Providing functional furniture for classrooms                    | 26        | 10            | 16            |
| 5. Improving the lighting in the present classrooms                 | 26        | 8             | 18            |
| 6. Other problems   | 0         | 0             | 0             |

are very closely related emphasizes the importance of the problem.

### III. SUMMARY OF PARTICULAR PROBLEMS

Table VI tends to bear out the findings regarding the importance of the need for additional classrooms. A listing of the particular problems shows twenty of the twenty-nine problems to be under the heading of needed classrooms. Of the nine remaining, three are concerned with securing sites for buildings, three with providing office space, two with

TABLE VI

**CLASSIFICATION OF PARTICULAR PROBLEMS OF SCHOOL BUILDINGS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS**

| Nature of Problem  | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Providing needed classrooms to<br>house student population increase | 20                                |
| 2. Securing needed sites for future<br>buildings                       | 3                                 |
| 3. Providing adequate office space<br>for administration               | 3                                 |
| 4. Improving the lighting in the<br>present classrooms                 | 1                                 |
| 5. Providing functional furniture for<br>the classrooms                | <u>2</u>                          |
| Total  | 29                                |

improved lighting, and one with providing functional classroom furniture.

Table VII indicates the degree of success experienced in the solution of the particular problems submitted.

From the table it may be seen that seven out of a total of twenty-nine cases reported complete success in solving their building problems. Seventeen out of twenty-nine reported partial success. None reported no success or harmful results. Five indicated they did not know the results at that time.

TABLE VII

DEGREE OF SUCCESS EXPERIENCED IN THE SOLUTION OF  
PROBLEMS RELATED TO BUILDINGS AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem                  | Total    | Complete Success | Partial Success | Unsuccessful | Harmful  | Don't Know |
|------------------------------------|----------|------------------|-----------------|--------------|----------|------------|
| 1. Providing needed classrooms     | 20       | 6                | 13              | 0            | 0        | 1          |
| 2. Securing sites                  | 3        | 1                | 1               | 0            | 0        | 1          |
| 3. Providing adequate office space | 3        | 0                | 2               | 0            | 0        | 1          |
| 4. Improving the lighting          | 1        | 0                | 0               | 0            | 0        | 1          |
| 5. Providing functional furniture  | <u>2</u> | <u>0</u>         | <u>1</u>        | <u>0</u>     | <u>0</u> | <u>1</u>   |
| Total                              | 29       | 7                | 17              | 0            | 0        | 5          |

Table VIII lists the particular problems together with the procedure used in attempting a solution and the degree of success experienced.

The developing of public relation program was used most frequently as a procedure to solve the particular problem. The public relation program made use of the various medium of publicity. The voting of bonds and the using of bond funds were listed as an important procedure in solving the particular problem. Of course it must be realized that

TABLE VIII

PROCEDURES USED IN THE SOLUTION OF THE PARTICULAR PROBLEM  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Procedure Used for the<br>Solution of the Par-<br>ticular Problem           | Degree of Success |          |               |
|---|-------------------|----------|---------------|
|   | Complete          | Partial  | Don't<br>Know |
| <u>Problem I - Providing Classrooms</u>                                     |                   |          |               |
| 1. Developing Public Relation<br>Programs                                   | 2                 | 7        | 0             |
| 2. Using Citizen's Study Committees   | 1                 | 1        | 0             |
| 3. Voting Necessary Bonds   | 2                 | 2        | 1             |
| 4. Using Temporary Facilities   | 0                 | 2        | 0             |
| 5. Developing Long Range Program  | <u>1</u>          | <u>1</u> | <u>0</u>      |
| Total   | 6                 | 13       | 1             |
| <u>Problem II - Securing Building Sites</u>                                 |                   |          |               |
| 1. Developing Public Relation<br>Programs                                   | <u>1</u>          | <u>1</u> | <u>1</u>      |
| Total   | 1                 | 1        | 1             |
| <u>Problem III - Providing Adequate Office Space<br/>for Administration</u> |                   |          |               |
| 1. Voting Necessary Bonds   | 0                 | 1        | 0             |
| 2. Using Tax Funds  | 0                 | 0        | 1             |
| 3. Discussing With the Board  | <u>0</u>          | <u>1</u> | <u>0</u>      |
| Total   | 0                 | 2        | 1             |

TABLE VIII (continued)

| Procedure Used for the<br>Solution of the Particular Problem          | Degree of Success |          |            |
|---|-------------------|----------|------------|
|   | Complete          | Partial  | Don't Know |
| <u>Problem IV - Providing Functional Furniture<br/>for Classrooms</u> |                   |          |            |
| 1. Using Bond Funds   | <u>0</u>          | <u>0</u> | <u>1</u>   |
| Total   | 0                 | 0        | 1          |
| <u>Problem V - Improving the Lighting of<br/>Present Buildings</u>    |                   |          |            |
| 1. Using Bond Funds   | <u>0</u>          | <u>1</u> | <u>1</u>   |
| Total   | 0                 | 1        | 1          |

the successful voting of necessary bonds involve the proper use of a public relation program. It was noteworthy that the developing of a long range program was mentioned in two cases.

#### IV. GENERAL SUMMARY

The findings of this chapter indicate :

1. The problem of providing classrooms in the group of schools studied is very serious.
2. The situation in this group of schools is very similar to the situation on a national scale.
3. No adequate solution for the majority of the schools has been found.

## CHAPTER V

### PROBLEMS AND PROCEDURES IN SPECIAL EDUCATION

#### I. THE GENERAL PROBLEM OF SPECIAL EDUCATION

Special Education as interpreted in this study is more inclusive than defined by the Texas Education Agency<sup>1</sup> which limits the category to mentally retarded. The phases of this study include (1) providing more classes for the mentally and physically handicapped; (2) providing a special program of education for the Latin-American youth and adult; (3) providing a functional adult education program; (4) developing a program for retarded students. Thus this study deals with these particular phases of education--special in the sense that they are intended for a particular group and are not usually a part of the general school program.

Providing a program for the educable mentally and physically handicapped is specifically provided for in the state program. Providing a special program for the Latin-American groups is a problem confronted by most of the larger city systems and by the southern part of the state close to the Mexican border. The problem of adult education is

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<sup>1</sup>Handbook for Local School Officials, Bulletin 586, Texas Education Agency, p. 72.



recognized by the Texas Education Agency as attested by the provisions for various types of vocational education. The problem of the retarded child may be directly related to mental and/or physical handicap but this is not always the case. Retardation may be due to a number of other reasons such as lack of educational opportunity, extended illness, poor home environment, reading handicaps, and irregular attendance.

## II. FREQUENCY AND IMPORTANCE OF PROBLEMS

The frequency and importance of various types of problems as checked by the replying superintendents is given in Table IX.

The table shows the problem of developing a program for retarded children to have the highest frequency and to have been a major problem fifty-four per cent of the time. Providing for the mentally and physically handicapped was second in frequency but was listed as a major problem only twenty-seven per cent of the time. Providing an adult program was third in frequency, being listed as a major problem thirty-three per cent of the time. Providing a Latin-American program while fourth in frequency, being mentioned thirteen times, was a major problem sixty-two per cent of the time.

TABLE IX

**THE FREQUENCY AND IMPORTANCE OF SPECIAL EDUCATION PROBLEMS  
IN THE THIRTY-SIX MIDDLE SIZE SCHOOLS**

| Nature of Problem  | Frequency | Major Problem | Minor Problem |
|--|-----------|---------------|---------------|
| 1. Providing more classes for the mentally and physically handicapped              | 22        | 6             | 16            |
| 2. Providing a special program of education for the Latin-American youth and adult | 13        | 8             | 5             |
| 3. Providing a functional adult education program                                  | 15        | 5             | 10            |
| 4. Developing a program for retarded students                                      | 28        | 15            | 13            |
| 5. Other problems  | 1         | 1             | 0             |

### III. SUMMARY OF PARTICULAR PROBLEMS

The particular problems as submitted by the superintendents are classified in Table X.

The tabulations show that providing for the mentally and physically handicapped was listed fourteen times; providing for the Latin-Americans and developing a program for the retarded student ten times each; providing an adult program five times; and other problems, once.

The degree of success in attempts at solution of the

TABLE X

**CLASSIFICATION OF PARTICULAR PROBLEMS OF SPECIAL EDUCATION  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS**

| Nature of Problem  | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Providing a program for the<br>mentally and physically<br>handicapped | 14                                |
| 2. Providing a program for the<br>Latin-Americans                        | 10                                |
| 3. Providing an adult program  | 5                                 |
| 4. Developing a program for retarded<br>students                         | 10                                |
| 5. Other problems  | <u>1</u>                          |
| Total  | 40                                |

various problems is given in Table XI.

The most significant fact regarding success is that of the forty problems submitted, only two were solved satisfactorily to the superintendent. Twenty-two of the forty were cited as being partially successful and sixteen were unsuccessful.

Table XII summarizes the particular problems, their solution and the degree of success experienced.

The analysis of the survey as presented in Table XII seems to indicate that the problem of Special Education was

TABLE XI

DEGREE OF SUCCESS EXPERIENCED IN SOLUTION  
OF PROBLEMS RELATED TO SPECIAL EDUCATION

| Nature of Problem  | Total    | Complete Success | Partial Success | Unsuccessful | Don't Know |
|--|----------|------------------|-----------------|--------------|------------|
| 1. Providing for the mentally and physically handicapped | 14       | 0                | 10              | 4            | 0          |
| 2. Developing a program for Latin-Americans              | 10       | 0                | 4               | 6            | 0          |
| 3. Developing a program for adults                       | 5        | 0                | 2               | 3            | 0          |
| 4. Developing a program for retarded students            | 10       | 1                | 6               | 3            | 0          |
| 5. Other problems  | <u>1</u> | <u>1</u>         | <u>0</u>        | <u>0</u>     | <u>0</u>   |
| Total  | 40       | 2                | 22              | 16           | 0          |

a common one with the superintendents of the middle size school. It was noteworthy to observe that these problems had in most cases been left unsolved or only partially solved. Only two superintendents reported that his particular problem in this field was completely solved.

The most common procedure used in attacking the problems in the Special Education area was that of securing

TABLE XII

PROCEDURES USED IN THE SOLUTION OF THE PARTICULAR PROBLEM  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Procedure Used for<br>the Solution of the<br>Particular Problem                  | Degree of Success |          |                   |               |
|--|-------------------|----------|-------------------|---------------|
|  | Complete          | Partial  | Unsuc-<br>cessful | Don't<br>Know |
| <u>Problem I - Providing Classes for Mentally<br/>and Physically Handicapped</u> |                   |          |                   |               |
| 1. Securing Qualified Teachers   | 0                 | 4        | 3                 | 0             |
| 2. Providing Necessary Classrooms  | 0                 | 2        | 0                 | 0             |
| 3. Securing Parental Cooperation   | 0                 | 1        | 0                 | 0             |
| 4. Developing Specialized Curriculum   | 0                 | 1        | 1                 | 0             |
| 5. Using Citizen's Committees  | <u>0</u>          | <u>2</u> | <u>0</u>          | <u>0</u>      |
| Total  | 0                 | 10       | 4                 | 0             |

Problem II - Providing for the Latin-Americans

|   |          |          |          |          |
|---|----------|----------|----------|----------|
| 1. Securing qualified Teachers              | 0        | 2        | 0        | 0        |
| 2. Developing Specialized Curriculum        | 0        | 1        | 3        | 0        |
| 3. Using Citizen's Committees               | 0        | 0        | 1        | 0        |
| 4. Transferring Students to Other Districts | 0        | 1        | 0        | 0        |
| 5. Providing Necessary Classrooms           | <u>0</u> | <u>2</u> | <u>0</u> | <u>0</u> |
| Total                                       | 0        | 6        | 4        | 0        |

TABLE XII (continued)

| Procedure Used for<br>the Solution of the<br>Particular Problem | Degree of Success |          |                   |               |
|---|-------------------|----------|-------------------|---------------|
|   | Complete          | Partial  | Unsuc-<br>cessful | Don't<br>Know |
| <u>Problem III - Providing for Adult Program</u>                |                   |          |                   |               |
| 1. Organizing Adult<br>Classes                                  | 0                 | 1        | 1                 | 0             |
| 2. Enlisting Community<br>Support                               | <u>0</u>          | <u>1</u> | <u>2</u>          | <u>0</u>      |
| Total   | 0                 | 2        | 3                 | 0             |
| <u>Problem IV - Providing for Retarded Students</u>             |                   |          |                   |               |
| 1. Securing Qualified<br>Teachers                               | 1                 | 2        | 1                 | 0             |
| 2. Developing Special-<br>ized Curriculum                       | 0                 | 1        | 2                 | 0             |
| 3. Using Citizen's<br>Committees                                | 0                 | 1        | 0                 | 0             |
| 4. Providing Necessary<br>Classrooms                            | <u>0</u>          | <u>2</u> | <u>0</u>          | <u>0</u>      |
| Total   | 1                 | 6        | 3                 | 0             |
| <u>Problem V - Providing for Migrant Children</u>               |                   |          |                   |               |
| 1. Securing Special<br>Classrooms                               | <u>1</u>          | <u>0</u> | <u>0</u>          | <u>0</u>      |
| Total   | 1                 | 0        | 0                 | 0             |

qualified teachers. This procedure was used thirteen times, and it is interesting to note that in four cases it was declared as an unsuccessful procedure and in only one case was it reported as completely successful.

The procedure of developing a specialized curriculum to solve problems in this category was used eight times and again the superintendents reported in five cases that this procedure was unsuccessful.

The procedures used so successfully in solving the problems of finance and buildings; namely, the use of citizen's committees and the developing of public relation programs were almost completely absent. Citizen's committees were used only four times and no use of public relation programs was reported.

As a whole the superintendents reported the problems and indicated that there was much to be desired as far as workable procedures for solving the problems were concerned.

#### IV. GENERAL SUMMARY

A study of the data presented in this chapter seems to indicate that:

1. Problems of providing special education are common to most superintendents.

2. Attempts at solution have been generally unsatisfactory.
3. The superintendents have relied on administrative action for a solution of most of the problems of this area.



## CHAPTER VI

### PROBLEMS AND PROCEDURES IN CURRICULUM AND INSTRUCTION

#### I. THE GENERAL PROBLEM OF CURRICULUM AND INSTRUCTION

The curriculum is the very heart of the educational system. In its broadest sense it is the sum total of all that happens to the youngsters, in an educational sense, while under the supervision of the school. It is logical then to conclude that the effectiveness of the educational program will be directly proportioned to the skill with which the curriculum is organized, developed, and administered. In this connection the superintendent of schools is always faced with many vital problems which demand a solution if the school program is to be successful.

There is generally no specific pattern for the solution of most of these problems. They are often peculiar to a given situation and must be solved with certain local factors in mind. This makes for local control and local initiative. This fact is mentioned by Caswell<sup>1</sup> as being one factor which protects the school against centralized control.

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<sup>1</sup>Hollis L. Caswell and Associates, Curriculum Improvement for Public School Systems, p. 10.

Probably one of the most familiar expressions to the school administration is "curriculum improvement." It is constantly a problem of the successful superintendent. The 1951 yearbook of the Association for Supervision and Curriculum Development has this statement which seems to sum up very concisely the scope and content of this chapter:

An increasing number of schools are clarifying their educational aims and extending these to include more dynamic purposes. Many systems are formulating these aims cooperatively, stating them in simple language and implementing them in school practice. Clearly defined, dynamic educational aims serve four important functions related to curriculum improvement, namely:

- To appraise the educational program.
- To set the direction for school improvement.
- To guide the progress of the improvement program.
- To provide the basis for teaching, administration and evaluation.<sup>2</sup>

With this statement in mind and with the information gained from the pilot study regarding pressing problems, ten headings were submitted under problems concerning curriculum and instruction. Again the superintendents were asked to indicate whether they had had these problems and whether they were major or minor problems. They were also asked to describe the method of solution employed, and to indicate the degree of success they experienced. The problems were grouped under the following ten heads:

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<sup>2</sup>Association for Supervision and Curriculum Development, Action for Curriculum and Improvement, p. 223.

1. Providing a senior high school curriculum geared to the needs of the students.
2. Broadening the total curriculum to meet the needs of all the students.
3. Improving the quality of instruction.
4. Determining the real educational needs.
5. Developing the proper administrative organization for the elementary schools.
6. Developing a functional supervision program.
7. Providing the proper student load for teachers.
8. Determining the feasibility of integrated classroom versus departmentalization in the elementary school.
9. Establishing a workable transition from elementary school to junior high school and from junior high school to senior high school.
10. Determining the place of special programs such as music, athletics, etc. in the total school program.

## II. THE FREQUENCY AND IMPORTANCE OF PROBLEMS

Table XIII shows the frequency and importance of the problems relating to curriculum and instruction as tabulated from the replies of the superintendents from the thirty-six schools participating in the study.

TABLE XIII

THE FREQUENCY AND IMPORTANCE OF CURRICULUM AND  
INSTRUCTIONAL PROBLEMS IN THE THIRTY-SIX  
MIDDLE SIZE SCHOOLS

| Nature of Problem  | Frequency | Major Problem | Minor Problem |
|--|-----------|---------------|---------------|
| 1. Providing a senior high school curriculum geared to the needs of the students   | 25        | 12            | 13            |
| 2. Broadening the total curriculum to meet the needs of all the children   | 27        | 16            | 11            |
| 3. Improving the quality of instruction  | 32        | 23            | 9             |
| 4. Determining the real educational needs  | 26        | 17            | 9             |
| 5. Developing the proper administrative organization for the elementary schools  | 23        | 8             | 15            |
| 6. Developing a functional supervisory program   | 29        | 18            | 11            |
| 7. Providing the proper student load for teachers  | 26        | 16            | 10            |
| 8. Determining the feasibility of the integrated classroom versus departmentalization in the elementary school                       | 14        | 4             | 10            |
| 9. Establishing a workable transition from elementary school to junior high school and from junior high school to senior high school | 25        | 9             | 16            |
| 10. Determining the place of special programs such as music, athletic, etc., in the total school program                             | 26        | 8             | 17            |

The frequency with which the ten items were checked indicate that the various categories are problem areas for most superintendents. Number three, improving instruction, was checked by thirty-two out of thirty-six replies. Twenty-three superintendents considered it a major problem. Number six, developing a functional supervisory program, was next in frequency being checked twenty-nine times, with eighteen superintendents citing it as a major problem. In third place was number two, broadening the curriculum, being checked twenty-seven times, sixteen of which were considered major problems. Number four, determining educational needs and number seven, providing the proper student load per teacher, were each checked twenty-six times, being considered a major problem seventeen and sixteen times respectively. Number one, on senior high school curriculum, number nine, regarding transition from school to school, number ten, on the place for special programs were each checked twenty-five times, being considered major problems twelve, nine, and eight times respectively. Number five, dealing with administrative organization, was mentioned twenty-three times, being a major problem only eight times. With fourteen checks, number eight, determining the feasibility of the integrated classroom versus departmentalization in the elementary school, was lowest on the frequency range, with only four cases being considered major problems.

### III. SUMMARY OF PARTICULAR PROBLEMS

The classification of the particular problems is given in Table XIV.

The data in Table XIV shows number three, improving the quality of instruction, with twelve problems; number two, on the total curriculum, to have ten; and number six, on the supervisory program, with six. The three categories account for twenty-eight of the forty problems listed. The other twelve problems are scattered over six of the other seven categories with three each under number one and number seven, two each under number four and number ten, and one each under number five and number nine. No particular problems were listed under category number eight, determining the feasibility of the integrated classroom versus departmentalization in the elementary school.

The degree of success experienced in the solution of the particular problems is given in Table XV.

Table XV reveals that one superintendent felt he had complete success in meeting curriculum needs, two experienced complete success in the supervisory program, and one felt he had been successful in solving the problem of teacher load. Of the remaining thirty-six problems, thirty-five were reported to have been partially solved, with one listed as not solved.

TABLE XIV

CLASSIFICATION OF PARTICULAR PROBLEMS IN CURRICULUM  
AND INSTRUCTION AS REPORTED BY MIDDLE SIZE  
SCHOOLS IN TEXAS

| Nature of Problem  | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Providing a senior high school curriculum geared to the needs of the students   | 3                                 |
| 2. Broadening the total curriculum to meet the needs of all the children   | 10                                |
| 3. Improving the quality of instruction  | 12                                |
| 4. Determining the real educational needs  | 2                                 |
| 5. Developing the proper administrative organization for the elementary schools  | 1                                 |
| 6. Developing a functional supervisory program   | 6                                 |
| 7. Providing the proper student load for teachers  | 3                                 |
| 8. Determining the feasibility of the integrated classroom versus departmentalization in the elementary school                       | 0                                 |
| 9. Establishing a workable transition from elementary school to junior high school and from junior high school to senior high school | 1                                 |
| 10. Determining the place of special programs such as music, athletic, etc., in the total school program                             | 2                                 |
| Total  | 40                                |

TABLE XV

THE DEGREE OF SUCCESS IN SOLUTION OF THE PARTICULAR  
PROBLEMS AS REPORTED BY MIDDLE SIZE  
SCHOOLS IN TEXAS

| Nature of Problem  | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|--|-------|------------------|-----------------|--------------|------------|
| 1. Providing a high school curriculum geared to the needs of the students  | 3     | 0                | 3               | 0            | 0          |
| 2. Broadening the total curriculum to meet the needs of all the children   | 10    | 1                | 9               | 0            | 0          |
| 3. Improving the quality of instruction  | 12    | 0                | 12              | 0            | 0          |
| 4. Determining the real educational needs  | 2     | 0                | 2               | 0            | 0          |
| 5. Developing the proper administrative organization for the elementary schools                                    | 1     | 0                | 1               | 0            | 0          |
| 6. Developing a functional supervisory program   | 6     | 2                | 4               | 0            | 0          |
| 7. Providing the proper student load for the teachers  | 3     | 1                | 2               | 0            | 0          |
| 8. Determining the feasibility of the integrated classroom versus the departmentalization in the elementary school | 0     | 0                | 0               | 0            | 0          |



TABLE XV (continued)

| Nature of Problem   | Total    | Complete<br>Success | Partial<br>Success | Unsuc-<br>cessful | Don't<br>Know |
|---|----------|---------------------|--------------------|-------------------|---------------|
| 9. Establishing a<br>workable transi-<br>tion from school<br>to school  | 1        | 0                   | 1                  | 0                 | 0             |
| 10. Determining the<br>place of special<br>programs such as<br>music, athletic,<br>etc., in the total<br>school program | <u>2</u> | <u>0</u>            | <u>1</u>           | <u>1</u>          | <u>0</u>      |
| Total   | 40       | 4                   | 35                 | 1                 | 0             |

The problems submitted by the superintendents are listed in Table XVI together with the method of solution and the degree of success experienced.

An analysis of the solution given in Table XVI reveals the types of procedures used in the solutions may be grouped under five heads: (1) the use of consultants, (2) the use of lay committees, civic groups, parents, etc., (3) the use of survey and community studies, (4) staff study, and (5) administrative action.

Table XVII is a summary of the types of procedures used in attempting to solve the problems found in Table XVI. In many instances a number of different procedures were used to attack the problem.

TABLE XVI

PARTICULAR PROBLEMS WITH PROCEDURES USED IN THE SOLUTION  
AND THE DEGREE OF SUCCESS EXPERIENCED AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Problem   | Procedures Used for<br>Solution of Problem  | Degree of<br>Success |
|---|---|----------------------|
| 1. Defining the college preparatory curriculum  | Use of consultants, local groups, survey of college success of graduates                    | Partial              |
| 2. A few want traditional college curriculum only   | Conferences with citizen's groups   | Partial              |
| 3. No foreign language offered  | Added one foreign language  | Partial              |
| 4. Broadening curriculum to meet the needs of all the children                                | A survey of needs was made. Revealed needs compared with possibilities for improved program | Partial              |
| 5. Providing a curriculum geared to the needs of the students                                 | Teachers and assistant superintendent developed guides over a long period of time           | Complete             |
| 6. Setting up a course of study for the varied interests of students                          | Developed five track program  | Partial              |
| 7. Providing a curriculum to meet the needs of the students                                   | Set up in-service program with consultants to give aid                                      | Partial              |
| 8. Providing a curriculum to meet the needs of all children. Getting cooperation from parents | Education of parents in study groups, committees, letters, newspapers, radio                | Partial              |

TABLE XVI (continued)

| Problem  | Procedures Used for Solution of Problem   | Degree of Success |
|--|---|-------------------|
| 9. Development of curriculum together with courses of study                                    | Carrying on a continuous curriculum study program   | Partial           |
| 10. Developing curriculum  | Studied problem from all angles, secured opinions from such sources as parents, former students, industrial personnel, curriculum authorities. Recognized two classes of students--college and non-college. Set up continuous program | Partial           |
| 11. Transition from an agricultural to an industrial community. Change of curriculum necessary | Made school, community studies and shared problem with citizens and teachers. Resulted in a gradual introduction of courses designed to meet new needs  | Partial           |
| 12. Providing for the non-college group  | Survey method used  | Partial           |
| 13. Improving the quality of instruction   | In-service study over a period of years, evaluation of the program, consultant services provided, use of Principles 7 and 9 (Refers to the <u>School Improvement Study of the Texas Education Agency</u> )                            | Partial           |
| 14. Improving instruction hardest of all problems  | Group meeting of teachers, setting definite objectives, checking results of teaching  | Partial           |

TABLE XVI (continued)

| Problem   | Procedures Used for Solution of Problem   | Degree of Success |
|---|---|-------------------|
| 15. Problem of getting teachers to really want an improved program                                    | Conferences with teachers and principals on "How to do a better job"  | Partial           |
| 16. Improving the quality of instruction  | Establishing an in-service program with help of TEA   | Partial           |
| 17. Improving the quality of instruction. Teachers resent change.                                     | Set up specific objectives in subject fields. More supervised study. Themes written in class  | Partial           |
| 18. Lack of properly trained teachers. Fear on part of teachers to look problem squarely in the face. | None given  | Partial           |
| 19. The education of teachers   | Meetings and discussions. Committee of teachers   | Partial           |
| 20. To get older teachers to use modern methods   | In-service training program using college professors, paid by school on school time was used  | Partial           |
| 21. Improving the quality of instruction  | Developed in-service program. Employed a supervisor, had many consultants from colleges, developed a thorough testing program, evaluated our program and set about the task of improvement. | Partial           |
| 22. Work for better attitude on part of the staff   | None given  | Partial           |

TABLE XVI (continued)

| Problem  | Procedures Used for Solution of Problem   | Degree of Success |
|--|---|-------------------|
| 23. To determine strength and weaknesses of program  | Used T.A.S.A. study as an approach thereto  | Partial           |
| 24. Improve instruction in the colored school  | Evaluation--In-service program with teachers helping  | Partial           |
| 25. Improving instruction. Lack of adequate instructional materials. Poorly trained teachers. Poor supervision, poor environment conditions in classroom | Careful screening of teacher applicants. Improved supervision. Good functional in-service program, adoption of unifying and continuing philosophy | Partial           |
| 26. Trying to determine whether we are meeting needs of all students   | Use of advisory boards and consultants  | Partial           |
| 27. Survey needed to determine needs   | In cooperation with school administration program, made a fairly good community survey.   | Partial           |
| 28. Study of organizational patterns   | Used T.A.S.A. study as an approach  | Partial           |
| 29. Developing a functional supervisory program  | Through group staff conferences and cooperative, directed curriculum study and revisions.   | Partial           |
| 30. Providing supervisory program  | Selected outstanding teachers for promotion to supervisory positions  | Partial           |
| 31. Organizing department to give maximum aid to teachers for best results   | Created a Department of Instruction, Curriculum, and Supervision under a competent director   | Complete          |

TABLE XVI (continued)

| Problem   | Procedures Used for<br>Solution of Problem   | Degree of<br>Success |
|---|--|----------------------|
| 32. Setting up proper<br>supervisory staff<br>and program | Qualified people employed<br>in various fields. Prin-<br>cipals and consultants have<br>worked together to solve<br>problem. Parents have<br>participated. Teachers<br>have been interested.<br>Citizens informed. | Partial              |
| 33. Needed better<br>supervisory services                 | Supervisory services added<br>and improved   | Partial              |
| 34. Developing super-<br>visory program                   | Supervisory program has<br>grown on basis of re-<br>quests   | Complete             |
| 35. Providing proper<br>student load per<br>teacher       | Not solved completely.<br>Migratory children hard<br>to take care of   | Partial              |
| 36. Providing proper<br>student load per<br>teacher       | Transferred students to<br>another school less<br>crowded  | Partial              |
| 37. Providing proper<br>student load per<br>teacher       | Construction of more<br>classrooms   | Complete             |
| 38. Needed class tie<br>between the schools               | Administration of junior<br>and senior high schools<br>are working on program to<br>improve relationship   | Partial              |
| 39. Better music pro-<br>gram needed                      | Teachers placed in<br>study group  | Partial              |
| 40. Determining place<br>of special pro-<br>grams         | No solution given  | None                 |

TABLE XVII

SUMMARY OF THE TYPES OF PROCEDURES USED  
AS SHOWN IN TABLE XVI AND AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Procedure  | Number of<br>Times Used |
|--|-------------------------|
| 1. Use of consultants  | 7                       |
| 2. Use of lay committees, civic groups, parents                            | 7                       |
| 3. Use of teachers, staff in study groups, in-service programs, committees | 18                      |
| 4. Community studies and surveys   | 5                       |
| 5. Administrative action   | 14                      |

Table XVII reveals that the procedure most frequently used for solving the problems involved school personnel study groups and committees of teachers and staff people, some phases of this method being employed eighteen times. The use of consultants and the use of citizen and lay groups were each employed seven times, the use of surveys five times, and the solution by administrative action fourteen times.

#### IV. GENERAL SUMMARY

The data presented in this chapter would seem to indicate that:

1. Superintendents in the participating schools are all confronted with and interested in problems of curriculum and instruction.
2. Improving instruction seems to be especially pressing as it is mentioned most often in Table XIII on the frequency and again in Table XIV on the nature of the problems.
3. Few superintendents are satisfied with the job they are doing in this area, as attested to by the fact that only four out of forty cases indicate a complete solution.
4. The use of study groups, both lay and professional, is involved in a large percentage of the attempts at solving the problems arising under the heading of curriculum and instruction.

At first thought the small numbers of solutions listed as successful may be somewhat startling; however, consideration must be given to the fact that curriculum construction and revision together with improving instruction should be a continuous process, perfection or complete solution will probably seldom ever be reached.



## CHAPTER VII

### PROBLEMS AND PROCEDURES RELATED TO PERSONNEL

#### I. THE GENERAL PROBLEM OF PERSONNEL

The urgency of personnel problems to superintendents is emphasized in two of the studies mentioned in Chapter II. Flowers and his associates, in their report on the cooperative program in Educational Administration in New England, show that of the major problems confronting superintendents, 18.4 per cent were concerned with personnel.<sup>1</sup> In the other study by Colodarci, Brooks, and Odell, in which large city superintendents were asked to list their most crucial problems, 192 of the 541 problems dealt with personnel.<sup>2</sup>

In this study, the general problem of personnel was divided into ten sections to which the superintendents were asked to react as in the preceding chapter.

The sections as listed in the questionnaire were:  
(1) developing a program to assimilate beginning teachers and new teachers into the system, (2) creating and fostering good morale among the teachers of the school district,

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<sup>1</sup>George E. Flowers and others, op. cit., pp. 26-27.

<sup>2</sup>A. P. Colodarci and others, op. cit., pp. 625-630.

(3) recruiting the necessary teaching personnel to meet the increased student population, (4) expanding the administrative staff to meet the supervisory and administrative needs, (5) providing high ethics among all school employees, (7) establishing a definite policy for dismissing a teacher, (8) providing an in-service program for all personnel, (9) providing adequate teachers' salaries, and (10) establishing an adequate teacher welfare program.

## II. FREQUENCY AND IMPORTANCE OF PROBLEMS

The frequency and importance of the problems as reported by the superintendents of the thirty-six middle size schools of Texas is given in Table XVIII.

An analysis of the data in Table XVIII reveals the first category, the developing of a program to assimilate teachers into the system, had the highest frequency as a problem to superintendents, being checked thirty times with thirteen times a major problem. Category eight, providing an in-service program for all personnel, was second highest, being checked twenty-nine times, fourteen of which were major problems. Category nine, providing adequate teachers' salaries, was checked twenty-eight times, twenty of which were major problems. This category had the highest percentage of major problems. The next highest was number four,

TABLE XVIII

**THE FREQUENCY AND IMPORTANCE OF PERSONNEL PROBLEMS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS**

| Nature of Problem   | Frequency | Major Problem | Minor Problem |
|---|-----------|---------------|---------------|
| 1. Developing a program to assimilate beginning teachers and new teachers in the system | 30        | 13            | 17            |
| 2. Creating and fostering good morals among the teachers of the school district         | 25        | 9             | 16            |
| 3. Recruiting the necessary teaching personnel to meet the increased student population | 25        | 17            | 8             |
| 4. Expanding the administrative staff to meet the supervisory and administrative needs  | 27        | 12            | 15            |
| 5. Providing an in-service program for the school administration                        | 21        | 7             | 14            |
| 6. Developing high ethics among all school employees                                    | 17        | 10            | 7             |
| 7. Establishing a definite policy for dismissing a teacher                              | 19        | 7             | 12            |
| 8. Providing an in-service program for all personnel                                    | 29        | 14            | 15            |
| 9. Providing adequate teachers' salaries  | 28        | 20            | 8             |
| 10. Establishing an adequate teachers' welfare program                                  | 23        | 9             | 14            |

Number questionnaires returned - 36

expanding the administrative staff, which was mentioned twenty-seven times, twelve of which were major problems. Numbers two and three were each checked twenty-five times; however, where number three, recruiting teacher personnel, was checked as a major problem seventeen times, number two, dealing with teacher morale, was a major problem only nine times. The remaining four categories, ten, five, seven, and six ranged downward from twenty-three to seventeen in that order.

The above data seems to indicate that most superintendents are faced with the common problems regarding personnel.

In Table XIX the particular problems submitted by the superintendents are classified on the basis of the ten categories found in Table XVIII.

A total of thirty-nine problems were submitted by the responding superintendents. Seven problems were submitted under each of the categories, three, dealing with teacher recruitment, and nine dealing with salaries. This is in keeping with Table XVIII data, as these two categories were listed as major problems the highest percentage of the time. However, under number six, dealing with teacher ethics, which was listed as a major problem in Table XVIII fifty-eight per cent of the time, no particular problems were listed. Six

TABLE XIX

CLASSIFICATION OF PARTICULAR PROBLEMS RELATED  
TO PERSONNEL AS REPORTED BY MIDDLE SIZE  
SCHOOLS IN TEXAS

| Nature of the Problem  | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Developing a program to assimilate<br>beginning teachers and new teachers<br>into the program | 6                                 |
| 2. Creating and fostering good morale among<br>the teachers of the school district               | 4                                 |
| 3. Recruiting the necessary teaching per-<br>sonnel to meet the increased student<br>population  | 7                                 |
| 4. Expanding the administrative staff to meet<br>the supervisory and administrative needs        | 2                                 |
| 5. Providing an in-service program for the<br>school administration                              | 1                                 |
| 6. Developing high ethics among all school<br>employees  | 0                                 |
| 7. Establishing a definite policy for dis-<br>missing a teacher                                  | 2                                 |
| 8. Providing an in-service program for all<br>personnel  | 6                                 |
| 9. Providing adequate teachers' salaries   | 7                                 |
| 10. Establishing an adequate teachers' welfare<br>program  | <u>4</u>                          |
| Total  | 39                                |

problems each were listed under number one, assimilation of new teachers, and number eight, on in-service programs. Four problems each were submitted under number two, fostering good morale, and number ten, teacher welfare. Categories four, expanding the administrative staff to meet the supervisory and administrative needs, and seven, establishing a definite policy for dismissing a teacher, each have two particular problems; number five, providing an in-service program for the school administration, had one.

Table XX shows the degree of success experienced in the solution of the particular problems submitted relating to personnel.

The data from Table XX reveals that of the thirty-nine problems submitted, six were satisfactorily solved; twenty-six, or two-thirds of the total, were partially solved. The attempt at solution was unsuccessful in six cases, and in one case the final results were not known at the time.

A look at the various groups or categories shows in number one, assimilation to new teachers, there were six problems with one successful solution and five partially successful; in number two, on teacher morale, there were four cases all of which were only partially solved; in number three, recruitment of teachers, there were seven

TABLE XX

THE DEGREE OF SUCCESS IN SOLUTION OF PARTICULAR PROBLEMS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem   | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|---|-------|------------------|-----------------|--------------|------------|
| 1. Developing a program to assimilate beginning teachers and new teachers into the system | 6     | 1                | 5               | 0            | 0          |
| 2. Creating and fostering good morale among the teachers of the school district           | 4     | 0                | 4               | 0            | 0          |
| 3. Recruiting the necessary teaching personnel to meet the increased student population   | 7     | 1                | 4               | 2            | 0          |
| 4. Expanding the administrative staff to meet the supervisory and administrative needs    | 2     | 0                | 2               | 0            | 0          |
| 5. Providing an inservice program for the school administration                           | 1     | 1                | 0               | 0            | 0          |
| 6. Developing high ethics among all school employees                                      | 0     | 0                | 0               | 0            | 0          |
| 7. Establishing a definite policy for dismissing a teacher                                | 2     | 0                | 1               | 1            | 0          |

TABLE XX (continued)

| Nature of Problem                                      | Total    | Complete Success | Partial Success | Unsuccessful | Don't Know |
|--|----------|------------------|-----------------|--------------|------------|
| 8. Providing an in-service program for all personnel   | 6        | 1                | 5               | 0            | 0          |
| 9. Providing adequate teachers' salaries               | 7        | 0                | 4               | 2            | 1          |
| 10. Establishing an adequate teachers' welfare program | <u>4</u> | <u>2</u>         | <u>1</u>        | <u>1</u>     | <u>0</u>   |
| Total  | 39       | 6                | 26              | 6            | 1          |

cases with one successful, four partially successful, and two unsuccessful; in number five, in-service for administration, there was one case and complete success; in number six, on teachers' ethics, no problems were listed; in number seven, establishing a policy for dismissing a teacher, there were two problems with one partially successful and the other one unsuccessful. Solution in number eight, in-service for teachers, there were six problems, one successful solution and five partially successful; in number nine, teachers' salaries, there were seven problems, four of which were partially solved, two unsuccessful, and one which could not be judged at the time; finally, in number ten, teacher welfare, there were four problems, two successfully solved, one



partially, and one unsuccessful in attempted solution.

The particular problems submitted by the superintendents together with the procedure used and degree of success experienced are found in Table XXI.

An attempt is made to classify the procedures used in solving the problems listed in Table XXI. This is shown in Table XXII.

The data in Table XXII shows that in fifteen cases some form of school groups was used in attempting to solve the problem in hand. In thirteen instances some form of administrative action was indicated. Civic, or lay groups of some type, were used in three cases while three solutions are grouped under "miscellaneous." The use of consultants and educational leaders was cited in one case.

#### IV. GENERAL SUMMARY

The data in this chapter indicates that:

1. Personnel problems are in a large measure common to most superintendents and in many cases very similar in nature.
2. It is also noteworthy that, as shown in Table XXII, in more than half the cases cited superintendents brought in some type of lay or teacher group to help in solving the problem at hand. This would seem to indicate a democratic approach to the solution of many problems, possibly a trend in that direction.

TABLE XXI

PARTICULAR PROBLEMS WITH PROCEDURE USED IN THE SOLUTION  
AND THE DEGREE OF SUCCESS EXPERIENCED AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Problem   | Procedure Used for Solution of Problem  | Degree of Success |
|---|---|-------------------|
| <u>Area I - Assimilation of New Teachers</u>            |   |                   |
| 1. New teachers lost as to policies                     | Now have published policy plan  | Partial           |
| 2. Developing a program to assimilate teachers          | Established a pre-school workshop for teachers and administrators   | Complete          |
| 3. Problem of assimilation of new teachers              | Teacher welcomed by letter from superintendent, assignment made during summer, then principals write teacher. New teachers assigned to older teachers for assistance. Pre-school workshop set up. Time provided for faculty meetings. Parents assist through P.T.A. In-service program continues throughout the year. | Partial           |
| 4. Assimilating new teachers                            | None given  | Partial           |
| 5. Developing a program for orientation of new teachers | "A strange teacher organization under proper leadership helps"  | Partial           |
| 6. Assimilation of new teachers                         | Workshop  | Partial           |

Area II - Teacher Morale

|                            |   |         |
|----------------------------|---|---------|
| 1. Creating and developing | Continuing contract after one year probation, specific basis on which contract will be terminated | Partial |
|----------------------------|---|---------|

TABLE XXI (continued)

| Problem  | Procedure Used for Solution of Problem  | Degree of Success |
|--|---|-------------------|
| 2. Developing good morale  | Trying to make a teacher feel as if she belongs, her efforts are appreciated, and her good work noticed | Partial           |
| 3. Teachers hesitated to express opinions, acted as if scared of something | Working in small groups, socials  | Partial           |
| 4. Creating and fostering good morale among the teachers                   | None given  | Partial           |

Area III - Recruitment of Teachers

|   |   |          |
|---|---|----------|
| 1. Hard to find qualified teachers            | No solution   | None     |
| 2. Securing qualified teachers                | None given  | Partial  |
| 3. Securing teachers                          | Increased salaries and improved working conditions  | Partial  |
| 4. Recruiting new teachers                    | "Attempt to select teachers whose philosophy of education most nearly corresponds to ours." Give a clear, definite understanding of teaching conditions, etc. | Partial  |
| 5. Needed additional science teachers         | Offer of bus driving job to get more money  | None     |
| 6. Recruiting of necessary teaching personnel | Have developed fine school system--is a drawing card. High regard in which teachers are held helps keep teachers  | Complete |

TABLE XXI (continued)

| Problem                    | Procedure Used for Solution of Problem                            | Degree of Success |
|----------------------------|---|-------------------|
| 7. Recruitment of teachers | Teachers submit names of friends who might be interested in a job | Partial           |

#### Area IV - Expanding Administrative Staff

|   |  |         |
|---|--|---------|
| 1. Maintaining a complete staff   | Wide use of faculty committees, assigning duties incident to personnel to other administrators, establishing a department of personnel, holding a pre-school work conference | Partial |
| 2. Providing adequate administrative staff for growing school situation | Gradually making it clear to Board that additional staff is needed. Dropping a hint here and there   | Partial |

#### Problem V - In-Service Program for Administrators

|  |   |          |
|--|---|----------|
| 1. Providing an in-service program for school administrators | Encouraged school board members to participate in regional and staff meetings | Complete |
|--|---|----------|

#### Area VI - Establishing Policy for Dismissing a Teacher

|  |            |         |
|--|------------|---------|
| 1. Dismissal policy                                      | None given | Partial |
| 2. Establishing definite policy for dismissing a teacher | Not solved | None    |

TABLE XXI (continued)

| Problem  | Procedure Used for<br>Solution of Problem  | Degree of<br>Success |
|--|--|----------------------|
| <b><u>Area VII - Providing In-Service Program<br/>for all Personnel</u></b>  |  |                      |
|  |  |                      |
| 1. No in-service pro-<br>gram  | No solution  | None                 |
| 2. Providing an in-<br>service program<br>a. Difficulty of de-<br>termining real<br>concerns and in-<br>terests<br>b. Developing pro-<br>gram to meet<br>greatest needs<br>c. Securing qualified<br>inspirational<br>people to lead<br>program<br>d. Ability to finance<br>program | Attempt to bring all teach-<br>ing personnel to help in<br>planning the in-service<br>program. In-service pro-<br>gram is diversified, have<br>formed programs with<br>scheduled sessions. Allow<br>teachers to visit other<br>systems to observe. Call<br>in special consultants.<br>Bring in outstanding edu-<br>cators to speak to faculty. | Partial              |
| 3. Need in-service<br>program  | Set up a schedule for reg-<br>ular staff meetings.<br>Developed an in-service<br>program through the Uni-<br>versity of Texas  | Complete             |
| 4. Providing an in-<br>service program to<br>meet needs  | No solution given  | Partial              |
| 5. Finding an area of<br>study which will<br>capture the interest<br>of all teachers   | Varied subject matter<br>when possible   | Partial              |
| 6. Difficulty in find-<br>ing time for in-<br>service work   | Set up good professional<br>library. Scheduled reg-<br>ular meetings. All work<br>under direction of curric-<br>ulum coordinator   | Partial              |

TABLE XXI (continued)

| Problem | Procedure Used for Solution of Problem | Degree of Success |
|---------|--|-------------------|
|---------|--|-------------------|

Area VIII - Providing Adequate Teachers' Salaries

|   |   |            |
|---|---|------------|
| 1. Inadequate salary schedule   | No solution   | None       |
| 2. Providing adequate salaries  | None given  | Partial    |
| 3. Providing adequate teachers' salaries                                      | Have raised salaries \$250.00 above state schedule  | Partial    |
| 4. Getting adequate teachers' salaries  | Worked through teachers organizations and teacher-school board groups to get proposals worked out and asked parents to study and help raise money to finance them | Partial    |
| 5. Low salaries most difficult problem. Makes it difficult to secure teachers | Have put all property on 100% valuation   | Don't know |
| 6. Unable to pay salaries above state schedule                                | No solution   | None       |
| 7. Providing salaries comparable to neighboring cities                        | Publicity on salary schedules and recruitment problems. Teacher committees  | Partial    |

Area IX - Teacher Welfare

|                  |                                |         |
|------------------|--------------------------------|---------|
| 1. No sick leave | Have developed sick leave plan | Partial |
|------------------|--------------------------------|---------|

TABLE XXI (continued)

| Problem                                     | Procedure Used for<br>Solution of Problem  | Degree of<br>Success |
|---|--|----------------------|
| 2. Need of group hospitalization            | Set up hospitalization plan on 50-50 basis   | Complete             |
| 3. Adequate teacher welfare program         | Teacher welfare committee worked out recommendations, adopted by board with few changes          | Complete             |
| 4. Establishing an adequate welfare program | Worked through teacher organizations and teacher-school board groups to get proposals worked out | Partial              |

TABLE XXII

SUMMARY OF THE PROCEDURES USED AS SHOWN IN TABLE XXI

| Procedure  | Number of<br>Times Used |
|--|-------------------------|
| 1. Use of lay groups, parents, civic organizations, etc. | 3                       |
| 2. Use of school groups, committees, etc.                | 15                      |
| 3. Administrative action                                 | 13                      |
| 4. Miscellaneous   | 3                       |
| 5. Use of consultants, educational leaders, etc.         | 1                       |



## CHAPTER VIII

### PROBLEMS AND PROCEDURES RELATED TO AUXILIARY EDUCATIONAL SERVICES

#### I. GENERAL PROBLEMS RELATING TO AUXILIARY EDUCATIONAL SERVICES

There are certain operational phases of the school organization which, although not directly a part of the teaching function, nevertheless, are vitally important to efficient operation of the over-all educational program. This chapter deals with certain of these facets of school operation. The school superintendents in the study were asked to react to the following phases of the problem by checking whether they had had the problem and had it been a major problem or a minor problem:

1. Improving the financial accounting program
2. Improving the business management of the schools
3. Developing an effective cafeteria program
4. Developing an effective transportation program
5. Establishing a program of job analysis of all auxiliary personnel

#### II. THE FREQUENCY AND IMPORTANCE OF PROBLEMS

The frequency and importance of the problems as

checked by the superintendents is given in Table XXIII.

The data in Table XXIII show category number two, improving the business management, to have been checked as a problem the greatest number of times, twenty-three, of which eleven cases were major problems.

Number one, improving the financial accounting, and number three, developing an effective cafeteria program, were each checked twenty-two times, number one being a major problem nine times and number three twelve times.

Number four, developing an effective transportation system, was checked as being a problem by fourteen respondents, being a major problem ten times. Number five, establishing a program of job analysis of all auxiliary personnel, was a problem in thirteen cases, seven being classed as major problems.

### III. SUMMARY OF PARTICULAR PROBLEMS

Table XXIV gives the classification of the thirty problems submitted by the superintendents participating in the study.

The particular problems, as shown in Table XXIV, were distributed throughout the five categories with number one, improving the financial accounting, having ten problems; number two, improving the business management, six problems;

TABLE XXIII

THE FREQUENCY AND IMPORTANCE OF THE PROBLEMS ON  
AUXILIARY EDUCATIONAL SERVICES AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem  | Frequency | Major Problem | Minor Problem |
|--|-----------|---------------|---------------|
| 1. Improving the financial accounting program                        | 22        | 9             | 13            |
| 2. Improving the business management of the schools                  | 23        | 11            | 12            |
| 3. Developing an effective cafeteria program                         | 22        | 12            | 10            |
| 4. Developing an effective transportation program                    | 14        | 10            | 4             |
| 5. Establishing a program of job analysis of all auxiliary personnel | 13        | 7             | 6             |

TABLE XXIV

CLASSIFICATION OF PARTICULAR PROBLEMS RELATED TO  
AUXILIARY EDUCATIONAL SERVICES AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem  | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Improving the financial accounting program                        | 10                                |
| 2. Improving the business management of the schools                  | 6                                 |
| 3. Developing an effective cafeteria program                         | 7                                 |
| 4. Developing an effective transportation program                    | 4                                 |
| 5. Establishing a program of job analysis of all auxiliary personnel | <u>3</u>                          |
| Total  | 30                                |

number three, developing an effective cafeteria program, seven problems; number four, developing an effective transportation system, four problems; and number five, on job analysis, three problems.

The degree of success attained in attempting to solve the particular problems is given in Table XXV.

Of the thirty problems submitted, the data in Table XXV reveals eighteen were solved to the complete satisfaction of the superintendents; ten were partially successful; one unsuccessful; and one could not be judged at the

TABLE XXV

THE DEGREE OF SUCCESS EXPERIENCED IN SOLUTION OF  
PROBLEMS RELATED TO AUXILIARY EDUCATIONAL  
SERVICES AS REPORTED BY MIDDLE SIZE  
SCHOOLS IN TEXAS

| Nature of Problem  | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|--|-------|------------------|-----------------|--------------|------------|
| 1. Improving the financial accounting program                        | 10    | 7                | 1               | 1            | 1          |
| 2. Improving the business management of the schools                  | 6     | 5                | 1               | 0            | 0          |
| 3. Developing an effective cafeteria program                         | 7     | 2                | 5               | 0            | 0          |
| 4. Developing an effective transportation program                    | 4     | 2                | 2               | 0            | 0          |
| 5. Establishing a program of job analysis of all auxiliary personnel | 3     | 2                | 1               | 0            | 0          |
| Total  | 30    | 18               | 10              | 1            | 1          |

time submitted.

The particular problems are listed together with their method of attempted solution and the degree of success experienced in Table XXVI.

An analysis of the procedures used to solve the problems as found in Table XXVI is given in Table XXVII.

The summary shows some form of administrative action to have been used in twenty-six cases, use of teacher groups in four cases, and use of a lay group in one case.

#### IV. GENERAL SUMMARY

In the analysis of the data found in this chapter three things seem to be indicated, namely:

1. The type of problems found in this chapter are not as prevalent as those found in the five preceding chapters. This is shown by a comparison of the tables on the frequency and importance of the problems.
2. The particular problems as submitted by the superintendents are marked by a significantly high percentage of successful solutions.
3. In the solution of the problems, some form of administrative action was employed in a large majority of the

TABLE XXVI

PARTICULAR PROBLEMS WITH PROCEDURE USED IN THE SOLUTION  
AND THE DEGREE OF SUCCESS EXPERIENCED AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Problem  | Procedure Used for<br>Solution of Problem   | Degree of<br>Success |
|--|---|----------------------|
| <u>Area I - Improving the Financial Accounting Program</u>                               |   |                      |
| 1. Improving the financial accounting program  | Solution not given  | Don't Know           |
| 2. Establishing an acceptable method of making purchases and accounting for expenditures | Worked out proper purchase order forms and appointed some individual to approve them  | Partial              |
| 3. Accounting - a complete revision was necessary  | Set up requisition system. Dewey Decimal system in budgeting, set up analysis of all accounts, principals and teachers brought into budget making, each principal is responsible for expenditures in his building | Complete             |
| 4. Improving financial accounting  | Not solved  | None                 |
| 5. Need to inaugurate machine accounting system  | Purchased \$15,000 of machines  | Complete             |
| 6. Lack of modern methods in financial accounting and business management                | Asked help of citizens experienced in these problems  | Complete             |

TABLE XXVI (continued)

| Problem   | Procedure Used for Solution of Problem   | Degree of Success |
|---|--|-------------------|
| 7. Improving office practice in accounting                                      | Installed latest methods of machine bookkeeping in financial office  | Complete          |
| 8. Improving financial accounting   | Employed capable person to head department, was a former commercial teacher, purchased machine accounting equipment          | Complete          |
| 9. Improving financial accounting   | Reorganized procedures, set up sound accounting procedures   | Complete          |
| 10. Accounting was poor, records were not complete, tax records were not modern | A study of records in other systems was made through visits, inspection, and discussion. Also had advice of school auditors. | Complete          |

Area II - Improving the Business Management of the Schools

|   |  |          |
|---|--|----------|
| 1. Improving business management of the schools     | Employed business manager  | Partial  |
| 2. Improving the business management of the schools | Business manager to handle taxes, census, accounting   | Complete |
| 3. Establishing the job of business manager         | Board had a meeting on this question, visited surrounding schools to see how a business manager operated, duties, salaries, met and drew up job analysis for such a position | Complete |



TABLE XXVI (continued)

| Problem  | Procedure Used for Solution of Problem   | Degree of Success |
|--|--|-------------------|
| 4. Improving business procedure in buying  | Established office of Business Manager as purchasing agent. Charged budget procedures to permit more teacher participation | Complete          |
| 5. Improving business management   | Reorganized procedures, delegated responsibility to proper persons   | Complete          |
| 6. In particular system before had business manager, the superintendent carried out all business responsibilities. The need for a business manager was recognized, one employed and made responsible to the Board. Dual control was found to be bad. | The business manager was made responsible to the superintendent with certain specific duties                               | Complete          |

Area III - Developing an Effective Cafeteria Program

|  |  |          |
|--|--|----------|
| 1. Securing proper supervision and good help for cafeteria                     | Increased salaries for supervisor and other help, added sufficient help                                    | Complete |
| 2. To convince Board of their responsibility regarding the cafeteria operation | Asked for a year's trial. Program continued but Board still not entirely convinced of their responsibility | Partial  |

TABLE XXVI (continued)

| Problem   | Procedure Used for Solution of Problem   | Degree of Success |
|---|--|-------------------|
| 3. Proper management of the cafeteria   | Employed a well-trained experienced person to direct all cafeterias and helped her develop the program   | Partial           |
| 4. Developing an effective cafeteria program, have cafeterias in senior and junior high schools and in one elementary school, a total of eleven buildings in system | Partially solved by use of portable cafeteria equipment, thus sending food to buildings without cafeterias, in other cases children transported to existing facilities | Partial           |
| 5. Cafeteria program  | Addition of a director of cafeterias helping to solve many problems  | Partial           |
| 6. Developing adequate cafeteria program  | Subsidization of cafeteria   | Complete          |
| 7. Developing cafeteria program   | Employed homemaking teacher to head cafeteria  | Partial           |

Area IV - Developing an Effective Transportation Program

|   |   |         |
|---|---|---------|
| 1. Developing a transportation program 500 square miles | Appointing a man to supervise transportation, working out a salary schedule and sick leave policy for drivers, giving special work so a full day's wage could be earned by a driver | Partial |
|---|---|---------|

TABLE XXVI (continued)

| Problem   | Procedure Used for Solution of Problem   | Degree of Success |
|---|--|-------------------|
| 2. Four buses making eight trips, some arrive at 8:00 A.M., leave at 3:00 P.M., others arrive at 9:00 A.M., leave at 4:00 P.M., difficult to schedule classes | After some consolidation, was able to show transportation division need for additional buses                     | Complete          |
| 3. Providing effective transportation system  | Transport all who want to be transported regardless of distance. Board resigned to providing money to do the job | Partial           |
| 4. Developing adequate transportation system  | Set up county-wide transportation program  | Complete          |

Area V - Establishing a Program of Job Analysis  
for Auxiliary Personnel

|   |  |          |
|---|--|----------|
| 1. Needed clarification of duties   | Established table of operation   | Partial  |
| 2. Need to define specific duties of business manager   | Written policies of operation set up   | Complete |
| 3. There was a misunderstanding as to whether building janitors were directly responsible to building principals or to maintenance supervisor | Through all-day staff meeting with principals developed a working plan of responsibility, incorporated it in handbook of school policies and made it available to all principals, janitors and other personnel | Complete |

TABLE XXVII  
SUMMARY OF THE PROCEDURES USED IN THE SOLUTIONS  
AS FOUND IN TABLE XXVI

| Type of Procedures  | Number of<br>Times Used |
|---|-------------------------|
| 1. Use of groups, parents, etc.                           | 1                       |
| 2. Use of teacher groups, professional<br>personnel, etc. | 4                       |
| 3. Administrative action                                  | 28                      |

cases, which would seem to indicate that problems of this type are solved most successfully and efficiently by direct administrative action.

## CHAPTER IX

### PROBLEMS AND PROCEDURES OF SCHOOL BOARD-SUPERINTENDENT RELATIONS

#### I. THE GENERAL PROBLEMS OF SCHOOL BOARD-SUPERINTENDENT RELATIONS

The local school board together with local control of education is distinctly an American institution and due to its unique position is one of the foundation stones of our democratic way of life.

It is a generally accepted principle of sound educational practice that the school board should be a policy making body, leaving the responsibility for the technical operation of the school program to its chief executive officer, usually the superintendent of schools.

From the very nature of this type of operation it is highly probable, possibly inevitable, that conflicting ideas and opinions will result at times between all boards and their superintendent. The seriousness, magnitude, and frequency of such problems will well be governed to a large extent by the manner in which the board and superintendent define their relationship and by the manner in which they respect each other's responsibilities. As a team they occupy a most important position in the life of the community.

The following statement from the American Association of School Administrators found in the Thirty-fourth Yearbook emphasized this fact.

The critical importance of free public education in the life of America places the school board-superintendent team in an important leadership role in the community. Effective leadership from the schools will have its effect on the community, not only in the direct outcomes of education, but in more subtle ways, such as the force of long-time planning. . . . The leadership role requires smooth board-superintendent relationships; it also requires effective community contacts. . . . Problems are here and meant to be faced now. There can scarcely be postponement, let alone avoiding the issues. It is in such a setting, with pressures from everywhere, that the school board and the school superintendent must serve.<sup>1</sup>

In this chapter, the superintendents cooperating in this study were asked to react to certain aspects of the school board-superintendent relationship. Six problem situations were given in the questionnaire to which they were to indicate whether they had been confronted with such a problem, and whether it had been a major problem or a minor one. The situations listed were:

1. Developing written policies of operation
2. Meeting the situation of rapid turnover in school board membership
3. Developing a policy on the selecting of an architect

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<sup>1</sup>American Association of School Administrators. School Board-Superintendents Relationships, pp. 239-240.

4. Providing an adequate in-service program for members of the school board
5. Establishing a clear understanding of responsibility for the superintendent and the school board
6. Developing a functional communication program between the superintendent and the school board

## II. FREQUENCY AND IMPORTANCE OF THE PROBLEMS

Table XXVIII shows the number of times each category was checked as a problem and whether it was a major problem or a minor problem.

An analysis of the data given in Table XXVIII shows the superintendents checked category number one, developing written policies of operation twenty-five times as having been a problem to them, with seventeen or sixty-eight per cent of the cases being a major problem. Category number two, relating to rapid turnover in school board membership, was checked nine times, five of which were checked as major problems. Developing a policy on selecting an architect was checked as being a problem thirteen times, four of which were major problems. Number four, providing an in-service program for school board members, had been a problem to sixteen superintendents, being of major proportions seven times. Twelve superintendents had been confronted with

TABLE XXVIII

THE FREQUENCY AND IMPORTANCE OF SCHOOL BOARD-SUPERINTENDENT  
RELATIONSHIP PROBLEMS AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem  | Frequency | Major Problem | Minor Problem |
|--|-----------|---------------|---------------|
| 1. Developing written policies of operation  | 25        | 17            | 8             |
| 2. Meeting the situation of rapid turnover in school board membership                            | 9         | 5             | 4             |
| 3. Developing a policy on the selection of a school architect                                    | 13        | 4             | 9             |
| 4. Providing an adequate in-service program for members of the school board                      | 16        | 7             | 9             |
| 5. Establishing a clear understanding of responsibility for the superintendent and school board  | 12        | 7             | 5             |
| 6. Developing a functional communication program between the superintendent and the school board | 15        | 4             | 11            |



problems in category number five, on establishing clear understanding of responsibilities of board and superintendent. Seven times this had been a major problem. Finally, number six, on communication between board and superintendent, was checked fifteen times, four times as a major problem.

### III. SUMMARY OF PARTICULAR PROBLEMS

The particular problems submitted by the superintendents are classified, according to the six categories listed, in Table XXIX.

The category of developing written policies with nine problems submitted appears to be the most pressing with the superintendents. Number five, on understanding of responsibilities between superintendent and board was a close second with seven problems falling into this category. Number three, on selecting an architect, and number six, dealing with communication between board and superintendent have two cases each. No particular problems were submitted relating to categories two and four.

Table XXX indicates the success experienced in the solution of the twenty problems submitted.

Of the twenty problems tabulated in Table XXX, eight were solved to the complete satisfaction of the superintendent, ten met with partial success and two were not solved.

**TABLE XXIX**  
**CLASSIFICATION OF PARTICULAR PROBLEMS OF SCHOOL**  
**BOARD-SUPERINTENDENT RELATIONS AS REPORTED**  
**BY MIDDLE SIZE SCHOOLS IN TEXAS**

| Nature of Problem  | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Developing written policies of operation  | 9                                 |
| 2. Meeting the situation of rapid turnover in school board membership                            | 0                                 |
| 3. Developing a policy on the selection of a school architect                                    | 2                                 |
| 4. Providing an adequate in-service program for school board members                             | 0                                 |
| 5. Establishing a clear understanding of responsibility for the superintendent and school board  | 7                                 |
| 6. Developing a functional communication program between the superintendent and the school board | <u>2</u>                          |
| Total  | 20                                |

TABLE XXX

DEGREE OF SUCCESS EXPERIENCED IN THE SOLUTION OF PROBLEMS  
RELATED TO SCHOOL BOARD-SUPERINTENDENT RELATIONSHIPS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem  | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|--|-------|------------------|-----------------|--------------|------------|
| 1. Developing written policies of operation  | 9     | 5                | 4               | 0            | 0          |
| 2. Meeting the situation of rapid turnover in school board membership                            | 0     | 0                | 0               | 0            | 0          |
| 3. Developing a policy on the selection of a school architect                                    | 2     | 2                | 0               | 0            | 0          |
| 4. Providing an adequate in-service program for school board members                             | 0     | 0                | 0               | 0            | 0          |
| 5. Establishing a clear understanding of responsibility for the superintendent and school board  | 7     | 1                | 4               | 2            | 0          |
| 6. Developing a functional communication program between the superintendent and the school board | 2     | 0                | 2               | 0            | 0          |
| Total  | 20    | 8                | 10              | 2            | 0          |

Category one, developing written policies, shows five solutions complete and four partial. Number three, on the selection of an architect, indicates that both problems submitted were successfully solved. Category five, dealing with board-superintendent responsibilities indicates one complete solution, four partial, and two unsuccessful. Number six, on developing communication between the board and the superintendent shows the two problems submitted to have been partially solved.

The particular problems as submitted by the superintendent, together with the method of solution and the degree of success experienced are listed in Table XXXI.

Table XXXII is an analysis of the types of procedures found in Table XXXI.

Of the solutions given in Table XXXI, six involved some type of professional group or committee; five were solved, mainly by administrative action; five consisted of educating the board on accepted educational procedures, while three solutions consisted of some type of bulletin or report to the board to keep them informed of what was going on.

#### IV. GENERAL SUMMARY

In summing up the findings of this chapter, four

TABLE XXXI

PARTICULAR PROBLEMS WITH PROCEDURE USED IN THE SOLUTION  
AND THE DEGREE OF SUCCESS EXPERIENCED AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Problem   | Procedure Used for<br>Solution of Problem   | Degree of<br>Success |
|---|---|----------------------|
| <u>Area I - Developing Written Policies of Operation</u>  |   |                      |
| 1. Developing written policies of operation by the local board of education has been a problem as some members of the board don't think it necessary as it takes considerable time to adopt and codify, and policies must be changed constantly to meet the present needs | Written policies are in the process of development. Some selling was necessary to convince the board of the need. Principals and teachers have developed written policies for individual schools. These come within the framework of the over-all policies. Present policies are being studied for possible changes | Partial              |
| 2. Development of written policies  | "Prepare the same"  | Partial              |
| 3. There were unwritten policies in use. Since nothing in some policies was written, this presented a problem   | Presented policies to board for approval and to be placed in the minutes for future use   | Complete             |
| 4. Found an increasing need for thorough understanding on the part of all personnel of the policies of school operation, would occasionally have wrong decision made  | Appointed committee of twelve persons to compile a handbook of school policies. After this handbook was completed, the administrative staff met for three days in August and revised their findings, published the handbook, and made it available to all personnel   | Complete             |

TABLE XXXI (continued)

| Problem   | Procedure Used for Solution of Problem  | Degree of Success |
|---|---|-------------------|
| 5. Developing written policies for operation  | Had committee of board appointed; it met with teacher committees and student committees, studied policies of other schools. The recommendations were accepted   | Complete          |
| 6. Written policies establishing school procedure                                     | Committees of principals, teachers, and board members giving suggestions. Their ideas combined and submitted to board for adoption  | Complete          |
| 7. No written policies  | Have a democratic committee helping as advisors on written policies   | Partial           |
| 8. Did not have written policies and board hesitated to have policies in written form | Got board to join the Texas Association of School Boards and subscribe to professional publications which show how written policies operate for the good of all                                       | Partial           |
| 9. No written set of policies had ever been in operation                              | Problem and need for such statement of policies presented to the board. Records and minutes of the board studied. Policies of other schools studied. Set of policies formulated, approved and written | Complete          |

Area II - Developing a Policy on the Selection of an Architect

|  |           |          |
|--|-----------|----------|
| 1. Determining which architect understands the practical features of school construction | Not given | Complete |
|--|-----------|----------|

TABLE XXXI (continued)

| Problem                                    | Procedure Used for Solution of Problem | Degree of Success |
|--|--|-------------------|
| 2. Whether to select local or outside firm | Select best possible man               | Complete          |

Area III - Establishing a Clear Understanding of  
Responsibility for Superintendent and  
the School Board

|   |  |         |
|---|--|---------|
| 1. Still have board members who consider business the entire function of the board  | Presentation of problems other than financial, discussing them, asking for advice and counsel  | Partial |
| 2. Dual situation - business manager and superintendent on same basis of relationship to the board  | Unsolved   | None    |
| 3. Establishment of proper relationship between the superintendent and the board. The main problem relates to the principle that the superintendent is the executive officer of the board. For example, the president of the board for ten years had been assuming the executive duties. He had various standing committees who were responsible for certain executive duties and they reported to him at each board meeting. | Had some difficulty in breaking up this type of organization but finally succeeded in doing so. Placed in the hands of each member a book on school administration. Outlined to them the procedures that were practiced in 90% of the schools in America, finally established the principle that the board would make the decisions and the superintendent and his staff would execute them. Prepared a handbook of policies after agreeing on proper relationship. Solution partial - some board members still feel they have executive functions to perform. | Partial |

TABLE XXXI (continued)

| Problem  | Procedure Used for Solution of Problem   | Degree of Success |
|--|--|-------------------|
| 4. Inherited standing committees   | Persuaded board to operate as "committee of the whole"   | Partial           |
| 5. Need for clear-cut policies on relation between board and superintendent  | Plans under way to work on problem. An agenda for board meetings and monthly financial breakdowns have helped solve most of these problems | Partial           |
| 6. It is pretty hard for men to determine just where policy building and administration start and stop. It is sometimes hard to keep from asking the board to do things the superintendent should do | No solution  | None              |
| 7. Establishing a clear understanding of responsibility for the superintendent and the board. The present superintendent came into the system in the middle of year.                                 | Board has remained intact. Have kept board completely posted on all school planning, curriculum changes, etc.                              | Complete          |

Area IV - Developing a Functional Communication Program  
Between the Superintendent and the Board

|   |   |
|---|---|
| 1. Board members did not have information necessary for intelligent action. | Provide information bulletin, Partial regularly, dealing with all phases of the program. Hold one meeting a month as "Discussion Meeting" when no business transacted |
|---|---|



TABLE XXXI (continued)

| Problem   | Procedure Used for Solution of Problem | Degree of Success |
|---|--|-------------------|
| 2. Finding a method to keep the board informed of instructional methods and content | Making available new information       | Partial           |

TABLE XXXII

## SUMMARY OF TYPES OF PROCEDURES FOUND IN TABLE XXXI

| Type of Procedure  | Number of Times Used |
|--|----------------------|
| 1. Professional group, committees of teachers, etc.        | 6                    |
| 2. Administrative action                                   | 5                    |
| 3. Process of education                                    | 5                    |
| 4. Keeping board informed through bulletins, reports, etc. | 3                    |

points are made as follows:

1. Problems involving school board-superintendent relationships were common to a significant number of superintendents.
2. Most problems of this nature develop because clear-cut written policies on relationships have not been developed.
3. The superintendent's position often becomes one of

educating his board on sound educational administration.

4. The nature of the problems submitted and the solutions involved tend to emphasize the idea put forth in Part I of this chapter that this business of school board-superintendent relations is a team proposition.

## CHAPTER X

### PROBLEMS AND PROCEDURES ON SCHOOL EVALUATION

#### I. THE GENERAL PROBLEM OF SCHOOL EVALUATION

"Appraisal has been cited as the third activity in the cyclic trilogy of planning, executing, and appraising,"<sup>1</sup> and it might be added that not the least of these is appraisal. It is of vital importance that the administrator know whether the educational program is accomplishing what it is designed to do. It is of more importance to the community to know whether the program is designed to do what education needs to do for that community. This function of appraisal or evaluation is summed up in the following excerpt:

The theory of democratic institutional authority definitely considers the enlargement or contraction of institutional programs to be a function of the people acting through the channels of organized government. The educational interests of all the people in public education are superior to the interests of any special group and of the teaching profession. Since democratic institutions rest on public confidence, it is essential that periodic inventory be made of the strengths and weaknesses of the schools and of the efficiency with which they operate. The American public school is limited in its institutional effectiveness by the confidence of the people, which in turn grows out of

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<sup>1</sup>Arthur B. Moehlman, School Administration, p. 476.

honesty, integrity, and effectiveness of institutional functioning. Continuing objective appraisal by the professional personnel, promulgated to the people through the board of education, is one means by which understanding and confidence may be established and maintained.<sup>2</sup>

The purpose of this phase of the study was to learn the problems related to evaluation with which the participating superintendents had been confronted and to find out what methods had been used in solving, or attempting to solve them.

The problem areas in the questionnaire to which they were asked to react were:

1. Developing a program for school evaluation
2. Developing a program of graduate follow-up study
3. Developing a program of comparable school study

They were asked to check whether they had had this problem and whether it had been a major or a minor problem. They were asked, as in the previous chapters, to submit a particular problem, together with its solution and the degree of success experienced.

## II. THE FREQUENCY AND IMPORTANCE OF SCHOOL EVALUATION PROBLEMS

The reactions of the superintendents to the

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<sup>2</sup>Ibid., p. 476.

questionnaire are to be found in Table XXXIII.

TABLE XXXIII  
THE FREQUENCY AND IMPORTANCE OF SCHOOL EVALUATION  
PROBLEMS AS REPORTED BY MIDDLE SIZE  
SCHOOLS IN TEXAS

| Nature of Problem                                   | Frequency | Major Problem | Minor Problem |
|---|-----------|---------------|---------------|
| 1. Developing a program for school evaluation       | 33        | 18            | 15            |
| 2. Developing a program of graduate follow-up study | 19        | 10            | 9             |
| 3. Developing a program of comparable school study  | 16        | 8             | 8             |

From the data shown in Table XXXIII, it appears that of the three problem areas, number one, developing a program of school evaluation, has been a problem to most of the superintendents. It was mentioned thirty-three times, eighteen or fifty-four per cent of the cases being major problems. Number two, developing a program of graduate follow-up, was mentioned nineteen times, of which ten cases were considered of major importance. Number three, developing a program of comparable school study, was mentioned sixteen times, eight being considered major problems.

### III. SUMMARY OF PARTICULAR PROBLEMS

The classification of the problems submitted is given in Table XXXIV.

TABLE XXXIV

CLASSIFICATION OF PARTICULAR PROBLEMS RELATED TO  
SCHOOL EVALUATION AS REPORTED BY MIDDLE SIZE  
SCHOOLS IN TEXAS

| Nature of Problem                                      | Number of Problems<br>in Category |
|--|-----------------------------------|
| 1. Developing a program for school<br>evaluation       | 20                                |
| 2. Developing a program of graduate<br>follow-up study | 2                                 |
| 3. Developing program of comparable<br>school study    | <u>0</u>                          |
| Total  | 22                                |

Twenty of the twenty-two particular problems submitted were in the area of developing a program of school evaluation; two were concerned with the problem of graduate follow-up.

The number of problems submitted together with the degree of success experienced are given in Table XXXV.

The data in Table XXXV indicates that of the twenty problems in category one, developing a program of school evaluation, three were solved satisfactorily, fifteen,

TABLE XXXV

THE DEGREE OF SUCCESS EXPERIENCED IN THE SOLUTION  
OF PARTICULAR PROBLEMS AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem                                   | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|---|-------|------------------|-----------------|--------------|------------|
| 1. Developing a program of school evaluation        | 20    | 3                | 15              | 1            | 1          |
| 2. Developing a program of graduate follow-up study | 2     | 0                | 2               | 0            | 0          |
| 3. Developing a program of comparable school study  | 0     | 0                | 0               | 0            | 0          |
| Total   | 22    | 3                | 17              | 1            | 1          |

partially solved, one solution was unsuccessful, and one could not be judged at the time. Of the two problems in category two, developing a program of graduate follow-up study, both were partially solved.

Table XXXVI gives a summary of the particular problems, the method of solution and the degree of success experienced in the solution.

An analysis of the procedures used in attacking the problems are given in Table XXXVII.

TABLE XXXVI

PARTICULAR PROBLEMS WITH PROCEDURE USED IN THE SOLUTION  
AND DEGREE OF SUCCESS EXPERIENCED AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Problem  | Procedure Used for<br>Solution of Problem   | Degree of<br>Success |
|--|---|----------------------|
| 1. Motivating evaluation work among staff members  | Staff meetings--the purpose and reasons for such a study discussed, emphasizing the fact that, with a clear understanding of each individual's responsibility, the overall task was not too large | Complete             |
| 2. Developing a program of school evaluation   | Had an outsider (expert) sell the faculty on the need of self-analysis. From then on the task was easy. Have twenty groups working on principle seven and nine                                    | Partial              |
| 3. Developing a program of school evaluation. Problem was to evaluate results in terms of objectives. Tried to avoid subjective evaluation as the total method | Used local surveys on evaluation, visiting committees, college freshmen grades  | Partial              |
| 4. In-service training to meet evaluation  | None given  | Partial              |
| 5. Developing a program of school evaluation   | Working closely with the program as set up by the Texas Association of School Administrators and the Texas Education Agency   | Partial              |



TABLE XXXVI (continued)

| Problem   | Procedure Used for Solution of Problem  | Degree of Success |
|---|---|-------------------|
| 6. Evaluations for the Southern Association requirements  | Used teacher-parents-student committees   | Complete          |
| 7. Study and evaluation of the program for Southern Association Membership  | Need teacher committees   | Complete          |
| 8. Carrying out the evaluation program of the Texas Education Agency  | None given  | Partial           |
| 9. Needed constant evaluation of the program as we expanded   | Enrollment of teachers, students, parents in program  | Partial           |
| 10. Problem<br>a. What is to be evaluated?<br>b. What is the standard?<br>c. Who is expert enough to evaluate the program?<br>d. What is a good school? | Research, cooperation different groups and agencies   | None              |
| 11. Carrying out the Texas Association of School Administrators' program  | Committee approach  | Partial           |
| 12. Desired an evaluation which would give more reliable answers than the traditional procedures  | Spent one and one-half years on self-evaluation, chose people from the University of Texas and the Texas Education Agency to assist us informally and | Partial           |

TABLE XXXVI (continued)

| Problem  | Procedure Used for<br>Solution of Problem  | Degree of<br>Success |
|--|--|----------------------|
| 12. (continued)  | at different times, several times, and write a narrative of points and commendation and recommendations  |                      |
| 13. Developing a program for school evaluation presented these problems:<br>a. Difficulty of securing outside professional personnel in sufficient numbers<br>b. Maintaining high morale among teachers while accomplishing prescribed procedures<br>c. Difficulty in securing total staff participation | Attempted with some success to: Secure able professional consultants, secure qualified and cooperative members of visiting committees, articulate the many factors of the total program, provide medium for closer home-school-community relationship while carrying out program | Partial              |
| 14. Very little evaluation had been done and everyone seemed satisfied with the old order of things  | Began an in-service training program, secured good speakers for local teacher association meetings   | Partial              |
| 15. Developing a program for school evaluation   | By use of the study problems suggested by the Texas Education Agency and the Texas Association of School Administrators  | Don't Know           |

TABLE XXXVI (continued)

| Problem  | Procedure Used for Solution of Problem   | Degree of Success |
|--|--|-------------------|
| 16. Evaluation study necessary for admission to the Southern Association of Colleges and Secondary Schools | Superintendents furnished leadership, consultants employed to aid program  | Complete          |
| 17. Agreeing on standards for different instructional levels   | Groups from primary, elementary, junior high school work out specific details they believe to be fundamental to the program  | Partial           |
| 18. Survey of school aims and successes  | Conferences. Employment of coordinator   | Partial           |
| 19. Necessary to evaluate school program. "Was job being done?"  | Used teachers, pupils, parents in giving their opinions of school program, tests used  | Partial           |
| 20. Necessity of meeting Texas Education Agency regulations  | Established a standing committee under the curriculum and instructional department on evaluation. This committee carries out evaluations and holds regular meetings. Whole staff involved under leadership of this committee | Partial           |
| 21. Developing a program of graduate follow-up study   | Established personnel record folders on all graduates since 1947. Secured better trained help  | Partial           |
| 22. Follow-up on graduates   | Attempt a follow-up on a certain per cent of graduates each year   | Partial           |

TABLE XXXVII

SUMMARY OF TYPES OF PROCEDURES FOUND IN TABLE XXXVI

| Type of Solution  | Number of<br>Times Used |
|---|-------------------------|
| 1. Use of lay groups, civic organizations,<br>parents, etc. | 3                       |
| 2. Use of school groups, teachers, students, etc.           | 13                      |
| 3. Use of professional aid, consultants,<br>agencies        | 3                       |
| 4. Use of survey  | 2                       |
| 5. Administrative action                                    | <u>3</u>                |
| Total   | 24                      |

Table XXXVII indicates that in the approach to a solution of the problems, school groups were used thirteen times; lay groups, consultants, and administrative action were employed three times each; and surveys were used twice.

#### IV. GENERAL SUMMARY

Of the three categories to which the superintendents were asked to react in this chapter, number one, on developing a program of school evaluations, seemed to be the most pressing as this category was checked the greatest number of times, as shown in Table XXXIII and as shown again in Table XXXIV, where twenty of the twenty-two problems submitted came under this category.

An analysis of the types of procedures used in the solution as given in Table XXXVII indicates that some form of group action is the usual approach to problems of this type.

## CHAPTER XI

### PROBLEMS AND PROCEDURES ON PUBLIC RELATIONS

#### I. THE GENERAL PROBLEM OF PUBLIC RELATIONS

Public relations are of vital importance in the life of the school administrator. The tenure of the average superintendent is probably directly proportional to the extent to which he can keep the people with him. This does not mean that it is just an "apple polishing" process but a process of keeping the public sold on the proposition that it is getting its money's worth from its educational expenditures, that it is getting the type of educational program best suited to its needs. The superintendent who fails to do this is likely to be hunting a new job.

One recent study on the problems of superintendents reports twenty-three per cent of the problems of superintendents involve the public.<sup>1</sup>

In another study, superintendents from the five largest cities in the forty-eight states were asked which problems they considered most crucial and deserving of research. Of the 541 usable items listed, 110 dealt with

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<sup>1</sup> George E. Flowers and others, "Relationships With People is the Key," American School Board Journal, 124: 25-27, June, 1952.

public relations.<sup>2</sup>

This study attempted to find out what public relation problems had confronted the superintendents taking part in the study and how they had solved them.

The general problems to which they were asked to react were grouped under eight categories, as follows:

1. Developing a program of school-community relations
2. Resisting an organized pressure group
3. Improving the school's public relations program
4. Establishing a better teacher-pupil relationship
5. Establishing a better teacher-community relationship
6. Developing a program to use the publicity media more effectively
7. Developing better lines of communication between the schools and the patrons
8. Developing a more adequate program of telling the school's story to the public

The superintendents were asked whether they had had these problems and whether they had been major or minor problems.

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<sup>2</sup>A. P. Colodario and others, "Research Priorities in Educational Administration," Journal of Educational Research, 47: 625-630, April, 1954.

## II. FREQUENCY AND IMPORTANCE OF PROBLEMS

The number of times the various categories were checked and whether they were major or minor problems is found in Table XXXVIII.

The data in Table XXXVIII show categories number one, developing a program of school-community relations, and number three, improving the school public relations program, to have each been checked by thirty of the thirty-six superintendents, number one being a major problem seventy-six per cent of the time and number eight, seventy per cent. Number three, improving the school public relations received twenty-eight checks, being a major problem sixty-eight per cent of the time. Number seven, on developing lines of communication, occurred as a problem twenty-seven times, fifteen of which were major problems. Number six, developing a program to use the publicity media more effectively, was checked as having been a problem twenty-five times, twelve of which were major problems. Category five, establishing a better teacher-community relationship, was listed twenty-five times, being a major problem ten times, while number four, establishing better teacher-pupil relationships was checked twenty times, twelve of them being major problems. Number two, resisting organized pressure



TABLE XXXVIII

THE FREQUENCY AND IMPORTANCE OF PUBLIC RELATION PROBLEMS  
AS REPORTED BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem   | Frequency | Major Problem | Minor Problem |
|---|-----------|---------------|---------------|
| 1. Developing a program of school-community relations                             | 30        | 23            | 7             |
| 2. Resisting an organized pressure group  | 16        | 11            | 5             |
| 3. Improving the school public relation program                                   | 28        | 19            | 9             |
| 4. Establishing a better teacher-pupil relationship                               | 20        | 12            | 8             |
| 5. Establishing a better teacher-community relationship                           | 25        | 10            | 15            |
| 6. Developing a program to use the publicity media more effectively               | 25        | 12            | 13            |
| 7. Developing better lines of communication between the school and the patrons    | 27        | 15            | 12            |
| 8. Developing a more adequate program of telling the school's story to the public | 30        | 21            | 9             |

groups, was listed sixteen times, eleven being major problems.

### III. SUMMARY OF PARTICULAR PROBLEMS

The problems submitted by the superintendents as having been of particular importance are classified in Table XXXIX.

Of the twenty-two problems submitted, six were in area eight, developing a more adequate program of telling the school's story to the public; five were in category one, developing a program of school-community relations; three came under number five, establishing a better teacher-community relationship; three each were listed under number two, resisting organized pressure groups, and number seven, developing better lines of communication between the school and its patrons; one problem was given under number four, dealing with teacher-pupil relations, and one problem was listed under number six, developing a program to utilize the publicity media more effectively. No problems were listed under category three.

The degree of success experienced in the solution of the twenty-two particular problems is given in Table XXXX.

Of the twenty-two problems in Table XXXX, two were accorded complete success of solution, eighteen were partially

**TABLE XXXIX**  
**CLASSIFICATION OF PARTICULAR PROBLEMS RELATED TO**  
**PUBLIC RELATIONS AS REPORTED BY MIDDLE SIZE**  
**SCHOOLS IN TEXAS**

| Nature of the Problem   | Number of Problems<br>in the Category |
|---|---------------------------------------|
| 1. Developing a program of school-community relations                             | 5                                     |
| 2. Resisting an organized pressure group  | 3                                     |
| 3. Improving the school public relation program                                   | 0                                     |
| 4. Establishing a better teacher-pupil relationship                               | 1                                     |
| 5. Establishing a better teacher-community relationship                           | 3                                     |
| 6. Developing a program to use the publicity media more effectively               | 1                                     |
| 7. Developing better lines of communication between the school and the patrons    | 3                                     |
| 8. Developing a more adequate program of telling the school's story to the public | <u>6</u>                              |
| Total   | 22                                    |

TABLE XXXX

THE DEGREE OF SUCCESS IN THE SOLUTION OF PARTICULAR  
PROBLEMS IN PUBLIC RELATION AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem   | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|---|-------|------------------|-----------------|--------------|------------|
| 1. Developing a program of school-community relations                             | 5     | 1                | 4               | 0            | 0          |
| 2. Resisting an organized pressure group  | 3     | 0                | 2               | 1            | 0          |
| 3. Improving the school public relation program                                   | 0     | 0                | 0               | 0            | 0          |
| 4. Establishing a better teacher-pupil relationship                               | 1     | 0                | 1               | 0            | 0          |
| 5. Establishing a better teacher-community relationship                           | 3     | 0                | 2               | 0            | 1          |
| 6. Developing a program to use the publicity media more effectively               | 1     | 0                | 1               | 0            | 0          |
| 7. Developing better lines of communication between the school and the patrons    | 3     | 0                | 3               | 0            | 0          |
| 8. Developing a more adequate program of telling the school's story to the public | 6     | 1                | 5               | 0            | 0          |
| Total   | 22    | 2                | 18              | 1            | 1          |

solved, one solution was unsuccessful, and the result of one was not known at this time.

The particular problems, together with the method of attack and the degree of success experienced are given in Table XXXI.

An analysis of the procedures used in the solution of the particular problems as listed in Table XXXI are grouped in Table XXXII into five categories.

Of the various approaches, the use of the newspaper, radio, television, and talks before groups was used fourteen times; some form of administrative action was used seven times; home and school visitation and conferences, six times; use of professional groups five times; and use of lay groups, four times.

#### IV. GENERAL SUMMARY

The data presented in this chapter seems to indicate that:

1. There was a recognition on the part of superintendents of the frequency and importance of public relation problems.
2. The superintendents seem to feel the big problem is getting the facts to all the people--that if the people as a whole only knew the truth everything would be

TABLE XXXXI

PARTICULAR PROBLEMS WITH PROCEDURE USED IN THE SOLUTION  
AND THE DEGREE OF SUCCESS EXPERIENCED AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Problem  | Procedures Used for<br>Solution of Problem  | Degree of<br>Success |
|--|---|----------------------|
| <u>Area I - Developing a Program of School-<br/>Community Relations</u>  |   |                      |
| 1. The public relations program always a problem because:<br>a. Population change<br>b. Personnel changes in faculty, board, and students<br>c. Orientation of teachers for a public relations program | Orientation of teachers, appearances before clubs, newspapers, mail, radio, and board cooperation.  | Partial              |
| 2. Hostile newspapers create a problem of public relations   | Set up a public information faculty committee to gather news, to schedule radio and television programs, and to do anything else in this field. Speaking to community groups                                  | Partial              |
| 3. Developing a public relations program in the community  | A continuous program, organized staff members for specific duties and responsibilities in carrying out program, greater emphasis on elementary program, parent relationship--regular method of releasing news | Partial              |
| 4. Do not have the co-operation needed from the community  | Through executive boards, brochures   | Partial              |

TABLE XXXXI (continued)

| Problem   | Procedures Used for Solution of Problem  | Degree of Success |
|---|--|-------------------|
| 5. Developing a program of school-community relations | Increased offerings in the curriculum, such as agriculture, driver education, counseling supervision. Wide publicity about activities, results, etc. Administrative office open to any and everyone. School facilities available to any worthwhile organization. | Complete          |

Area II - Resisting an Organized Pressure Group

|   |  |              |
|---|--|--------------|
| 1. Strong pressure groups in community  | Through brochures to community leaders and board                                     | Partial      |
| 2. Resisting organized pressure groups  | Monthly letters to parents, forums, newspapers and radio publicity                   | Unsuccessful |
| 3. Group of bus drivers organized to defeat two board members at trustee election | Realized rural public needed to be better informed. Began sending them news releases | Partial      |

Area III - Establishing a Better Teacher-Pupil Relationship

|                                      |   |         |
|--------------------------------------|---|---------|
| 1. Better teacher-pupil relationship | Giving more responsibility to pupils, a student council for elementary school, school patrols to handle traffic, safety council, health and council | Partial |
|--------------------------------------|---|---------|

TABLE XXXXI (continued)

| Problem  | Procedures Used for<br>Solution of Problem   | Degree of<br>Success |
|--|--|----------------------|
| <u>Area IV - Establishing a Better Teacher-<br/>Community Relationship</u>   |  |                      |
|  |  |                      |
|  |  |                      |
|  |  |                      |
| 1. To get better relations between the teachers and the community  | Encouraged teachers to become better acquainted with parents, hold teacher-parent conferences, encourage teachers to belong to clubs   | Partial              |
| 2. Getting parents and teachers together   | None given   | Don't<br>Know        |
| 3. Teachers did not know parents' or child's environment, P.T.A. sometimes took action in administrative affairs, town divided into three parts, each jealous of the other         | Encouraged teachers to visit in homes of children, had principals take census, thus contacting people they would not ordinarily meet. Conferences with parent-teacher leaders. Talks and discussion groups with civic leaders. Took "wraps" off the budget--articles in newspapers | Partial              |
| <u>Area V - Developing a Program to Use the Publicity<br/>Media More Effectively</u>   |  |                      |
| 1. Developing a program to utilize the publicity media more effectively:<br>a. Too much emphasis given to activities and not enough to academic achievement in newspaper reporting | Publicity director appointed, more emphasis given classroom achievement, state policies have been set up to help all personnel, school provides camera equipment for taking pictures, and radio and television media are being used effectively.                                   | Partial              |



TABLE XXXXI (continued)

| Problem  | Procedures Used for Solution of Problem | Degree of Success |
|--|---|-------------------|
| 1. (continued)   |   |                   |
| b. Sporadic and poorly planned reporting from school to public relations media |   |                   |
| c. Lack of coordination in providing school news to papers and radio           |   |                   |
| d. Poorly developed reporting policies   |   |                   |

Area VI - Developing Better Lines of Communications  
Between the School and the Patrons

|  |   |         |
|--|---|---------|
| 1. Problem of proper understanding between school and home                 | Visitation-teachers visit homes of students, parents visit school; conferences are arranged between teacher and parents; meetings of home-room mothers; bulletins issued from time to time; stories of achievement sent to newspapers; congratulatory letters sent to parents in recognition of special achievements of children; and buildings and grounds kept in order | Partial |
| 2. Getting information about the school to the parents                     | Letters to parents, conferences, newspaper publicity  | Partial |
| 3. Parents not thoroughly familiar with work now being done by the schools | A concerted effort has been made to get parents inside the classroom and to see the schools when they are functioning in their daily work.  | Partial |

TABLE XXXXI (continued)

| Problem  | Procedures Used for<br>Solution of Problem   | Degree of<br>Success |
|--|--|----------------------|
| <u>Area VII - Developing a More Adequate Program of Telling<br/>the Schools' Story to the Public</u>   |  |                      |
| 1. Opening the channels of communications in all phases of the area  | Get all to recognize the problem. Prepare a planned approach   | Partial              |
| 2. Felt community did not know enough about the school operation. They know a great deal about the athletic and music program but there their interest stopped | Lined up the newspaper for a number of stories about what actually happens at school; put citizens' groups to work on seven different aspects of school operation; made the reports to the public and encouraged school visitation | Partial              |
| 3. Need for continued exchange between the school and community  | Articles in newspapers, brochures for public, and visitation in school   | Partial              |
| 4. To constantly keep the public aware of what the schools are doing   | Board favored such a program, teachers and other employees enlisted in program, and one person made responsible for the program with an aid in each building   | Partial              |
| 5. "No matter how hard we work, we never get the story properly told."   | Turn all publicity over to staff member  | Partial              |
| 6. Problem was to inform the people as to what was going on in the district  | Through a series of brochures, including graphs, charts, pictures, have placed the story in every home in the district   | Complete             |

TABLE XXXXII

SUMMARY OF THE TYPES OF PROCEDURES FOUND IN TABLE XXXXI

| Type of Solution   | Number of<br>Times Used |
|--|-------------------------|
| 1. Use of lay groups, civic clubs, parents, etc.                               | 4                       |
| 2. Use of professional groups, teachers, staff,<br>pupils, etc.                | 5                       |
| 3. Use of some type of administrative action                                   | 7                       |
| 4. Use of various types of publicity--paper, talks,<br>radio, television, etc. | 14                      |
| 5. Use of home and school visitation and<br>conferences                        | 6                       |

satisfactory. The approach to the solutions of the problems appear to bear this out.

## CHAPTER XII

### PROBLEMS AND PROCEDURES DEALING WITH GENERAL ADMINISTRATION

#### I. THE PROBLEMS OF GENERAL ADMINISTRATION

There are certain problems which occur in the administration of the school program which might aptly be called "miscellaneous problems." They do not conveniently fall into any of the nine preceding areas, but are of such importance that they should be considered. They are grouped here under general administrative problems. The superintendents were asked to check them as in the previous chapters--whether they had been problems and whether they were major or minor in importance. The categories considered are as follows:

1. Developing proper control policies for band and pep squad
2. Developing a workable solution to the problem of married students
3. Establishing the answer to the question of student drop-outs
4. Developing a greater community interest in general health
5. Establishing workable safety controls

6. Establishing the projection of the population trends
7. Providing secretarial help in the elementary school

## II. THE FREQUENCY AND IMPORTANCE OF PROBLEMS

The frequency and importance of problems relating to the seven categories considered in this chapter are found in Table XXXXIII.

Table XXXXIII shows the various categories were checked from twenty-four to fourteen times with numbers six, on establishing population trends, listed twenty-four times, nine of which were of major importance, eleven were minor; number three, on drop-outs, was checked twenty-one times, eleven being major problems and eight of minor importance; category number five, establishing safety controls, was next in frequency with nineteen superintendents having been confronted with the problem, eight of which were major problems; number seven, providing secretarial help in the elementary school, also was checked nineteen times, six of which were major problems; problem area number two, developing a workable solution to the problem of married students, was listed fifteen times, being a major problem seven times; number one, policies on band and pep squads, and number four, developing a greater interest in community health, were each checked fourteen times, number one being a major

TABLE XXXXIII

THE FREQUENCY AND IMPORTANCE OF PROBLEMS DEALING  
WITH GENERAL ADMINISTRATION AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem  | Frequency | Major Problem | Minor Problem |
|--|-----------|---------------|---------------|
| 1. Developing proper contract policies for band and pep squad        | 14        | 4             | 10            |
| 2. Developing a workable solution to the problem of married students | 15        | 7             | 8             |
| 3. Establishing the answer to the question of student drop-outs      | 21        | 11            | 10            |
| 4. Developing a greater community interest in general health         | 14        | 6             | 8             |
| 5. Establishing workable safety controls                             | 19        | 8             | 11            |
| 6. Establishing the projection of population trends                  | 24        | 9             | 15            |
| 7. Providing secretarial help in the elementary school               | 19        | 6             | 13            |
| 8. Other problems  | 1         | 1             | 0             |

problem four times and number four, six times. One other problem, reporting to parents in the elementary grades, was submitted.

### III. SUMMARY OF PARTICULAR PROBLEMS

Table XXXIV is a classification of the particular problems submitted by the superintendents based on the seven categories of Table XXXIII.

TABLE XXXIV

CLASSIFICATION OF PARTICULAR PROBLEMS RELATED TO  
GENERAL ADMINISTRATION AS REPORTED BY  
MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of the Problem   | Number of Problems<br>in Category |
|---|-----------------------------------|
| 1. Developing proper control policies for<br>band and pep squad         | 2                                 |
| 2. Developing a workable solution to the<br>problem of married students | 4                                 |
| 3. Establishing the answer to the question<br>of student drop-outs      | 4                                 |
| 4. Developing a greater community interest<br>in general health         | 3                                 |
| 5. Establishing workable safety controls                                | 1                                 |
| 6. Establishing the projection of the<br>population trends              | 7                                 |
| 7. Providing secretarial help for the<br>elementary schools             | 5                                 |
| 8. Other problems   | <u>1</u>                          |
| Total   | <u>27</u>                         |

Twenty-seven problems were submitted by the participating superintendents as shown in Table XXXIV. Category six, on establishing population trends, contained seven problems. Number seven, providing secretarial help for elementary schools, had five; number two, the problem of married students, and number three, student drop-outs, each had four; number four, community interest in general health, three problems; number one, policies for band and pep squad, two; while number five, on safety control, had one problem listed. One problem on reports to parents in the elementary school was submitted and is classified under "other problems."

The degree of success experienced in the solution of the particular problems is given in Table XXXV.

The data in Table XXXV indicates that of the twenty-seven problems submitted, three were solved to the complete satisfaction of the superintendents; seventeen were partially solved; three were not solved; and the results of four were not known at the time of the report. Analysis of the various categories reveals that in number one, developing proper control policies for band and pep squad, one problem was completely solved and the results of one unknown; in number two, developing a workable solution to the problem of married students, two of the four problems were



TABLE XXXV

THE DEGREE OF SUCCESS EXPERIENCED IN SOLUTION OF  
PROBLEMS ON GENERAL ADMINISTRATION AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Nature of Problem  | Total | Complete Success | Partial Success | Unsuccessful | Don't Know |
|--|-------|------------------|-----------------|--------------|------------|
| 1. Developing proper contract policies for band and pep squad        | 2     | 1                | 0               | 0            | 1          |
| 2. Developing a workable solution to the problem of married students | 4     | 0                | 2               | 2            | 0          |
| 3. Establishing the answer to the question of student drop-outs      | 4     | 0                | 2               | 1            | 1          |
| 4. Developing a greater community interest in general health         | 3     | 0                | 3               | 0            | 0          |
| 5. Establishing workable safety controls                             | 1     | 0                | 1               | 0            | 0          |
| 6. Establishing the projection of population trends                  | 7     | 2                | 4               | 0            | 1          |
| 7. Providing secretarial help in the elementary schools              | 5     | 0                | 4               | 0            | 1          |
| 8. Other problems  | 1     | 0                | 1               | 0            | 0          |
| Total  | 27    | 3                | 17              | 3            | 4          |

partially solved and two were unsolved; in number three, establishing an answer to the question of student drop-outs, two problems were partially solved, one unsolved and one result not known; in number four, developing a greater community interest in general health, the three problems were partially solved; in number five, the one problem on safety control was partially solved; in number six, establishing population trends, two problems were solved satisfactorily, four partially solved, and the results of one were unknown; in number seven, providing secretarial help for the elementary school, four problems were partially solved and the results of one unknown at time of the report. The special problem on reporting to elementary school parents was partially solved.

The particular problems, together with the solution and degree of success experienced are found in Table XXXXVI.

An analysis of the procedures used in attempting to solve the particular problems are given in Table XXXXVII.

Analysis of the various types of approaches as given in Table XXXXVII shows lay groups, civic clubs, parents, etc., to have been used six times. Professional groups, teachers, students, were also used six times. Administrative action was used four times; special teachers, four

TABLE XXXXVI

PARTICULAR PROBLEMS WITH PROCEDURE USED IN THE SOLUTION  
AND THE DEGREE OF SUCCESS EXPERIENCED AS REPORTED  
BY MIDDLE SIZE SCHOOLS IN TEXAS

| Problem | Procedures Used for<br>Solution of Problem | Degree of<br>Success |
|---------|--|----------------------|
|---------|--|----------------------|

Area I - Developing Proper Control Policies for  
Band and Pep Squad

- |  |  |               |
|--|--|---------------|
| 1. Limitation of band<br>and pep squad trips | Study policies of other<br>schools                 | Don't<br>Know |
| 2. Band trips too<br>often and too long      | Worked out a limit for<br>trips with all concerned | Complete      |

Area II - Developing a Workable Solution to the  
Problem of Married Students

- |   |  |                     |
|---|--|---------------------|
| 1. Too many high<br>school students<br>marrying   | Counseling   | Not suc-<br>cessful |
| 2. A number of high<br>school girls were<br>married during the<br>year, some were<br>leaders in activi-<br>ties | Ruled that any married<br>high school student had<br>accepted responsibilities<br>of a home and husband or<br>wife, could continue<br>studies in high school<br>but was ineligible to par-<br>ticipate in extra-curricular<br>activities or to receive any<br>honors except scholastic     | Partial             |
| 3. Teen-age marriages<br>have become more<br>and more of a prob-<br>lem in recent years                         | Have approached the prob-<br>lem unemotionally and al-<br>though have not achieved<br>unqualified success, have<br>made some gain, but still<br>permit married students to<br>attend school, with some<br>restrictions being placed<br>on participation in stu-<br>dent life, students not | Partial             |

TABLE XXXXVI (continued)

| Problem                                | Procedures Used for Solution of Problem  | Degree of Success |
|--|--|-------------------|
| 3. (continued)                         | permitted half-day attendance. P.T.A. and other interested groups are discouraging early marriage. Dean of girls has worked quietly and efficiently to discourage student marriages. |                   |
| 4. Problem of students getting married | No solution  | None              |

Area III - Establishing the Answer to the Question of Student Drop-outs

|  |   |         |
|--|---|---------|
| 1. Problem of drop-outs  | Visiting teacher checks drop-outs                                     | Partial |
| 2. Drop-outs   | No solution   | None    |
| 3. Drop-outs   | Use parent-teacher conferences  | Partial |
| 4. Suffer very high mortality of Latin-Americans from 6th grade to 9th grade | Homogeneous grouping and vocational offerings beginning seventh grade | None    |

Area IV - Developing a Greater Community Interest in General Health

|                   |   |         |
|-------------------|---|---------|
| 1. General health | Health committee formed through cooperation of various agencies, institutes held, neighborhood health committees formed, clean-up campaign held | Partial |
|-------------------|---|---------|

TABLE XXXXVI (continued)

| Problem  | Procedures Used for Solution of Problem   | Degree of Success |
|--|---|-------------------|
| 2. Community health  | Developed health councils for Negroes and whites composed of patrons, doctors, faculty members, students--survey made of general environment, screening of pupils, follow-up made on correction   | Partial           |
| 3. Health such a tremendous problem it requires the combined efforts of the county health unit, the health teachers, the parents, the local government, and all the people | Have organized health councils but they have not been effective. Through county unit, secured services of state in examination of pupils but have not been able to do effective follow-up in any except most needy cases. Parents very cooperative in remedying defects of their children. Have a special health teacher in every school. | Partial           |

Area V - Establishing Workable Safety Control

|   |   |         |
|---|---|---------|
| 1. Establishing workable safety control | Set up a community safety council, cooperation with city administration | Partial |
|---|---|---------|

Area VI - Establishing the Projection of the Population Trends

|   |  |         |
|---|--|---------|
| 1. Establishing the projection of population trends | School zone limits have been changed. Additions to growing sections have been made | Partial |
|---|--|---------|

TABLE XXXXVI (continued)

| Problem  | Procedures Used for Solution of Problem   | Degree of Success |
|--|---|-------------------|
| 2. Population trends are a general problem because of large number of public housing units finished during the war which are still available | Census only method used   | Partial           |
| 3. Faced with unexpectedly high enrollment in the first grade  | Now have census of each child from birth  | Complete          |
| 4. Predicting population trends  | Use all scientifically accepted methods plus some wild guessing   | Partial           |
| 5. Establishing projection of the population trends  | Assigned work to census department. Make annual spot maps by grades and by school, then project enrollment five years into future | Complete          |
| 6. Dependable estimates of future building needs   | Estimated population based on Texas and National trends, local trends, and opinions of sub-division developers                    | Partial           |
| 7. Establishing projection of population trends  | Problem under study   | Don't know        |

#### Area VII - Providing Secretarial Help in the Elementary Schools

|  |                   |         |
|--|-------------------|---------|
| 1. Providing secretarial help in the elementary school | Student help used | Partial |
| 2. No money for secretarial help                       | No solution given | Partial |

TABLE XXXXVI (continued)

| Problem  | Procedures Used for Solution of Problem        | Degree of Success |
|--|--|-------------------|
| 3. Secretarial help in the elementary school           | Teachers and principal take care of it         | Partial           |
| 4. Providing secretarial help in the elementary school | Expect to have help next year                  | Don't know        |
| 5. Providing clerical help for elementary school       | Using secretarial training students part time. | Partial           |

#### Area VIII - Elementary Reporting

|  |  |         |
|--|--|---------|
| 1. Small part of the community not satisfied with elementary reporting | Organized special staff committee to work on reporting procedure with lay advisory committee | Partial |
|--|--|---------|

times; surveys, five times, visitation conferences, one time; and miscellaneous methods were used two times.

#### IV. GENERAL SUMMARY

Due to the varied nature of the problems considered in this chapter, generalizations do not appear to be in order. However, it should be mentioned that the problems seem to be common to all administrators. Furthermore, from the degree of success experienced in solution of the particular problems submitted it seems that generally superintendents have not

TABLE XXXXVII

SUMMARY OF TYPES OF PROCEDURES AS FOUND IN TABLE XXXXVI

| Type of Solution  | Number of<br>Times Used |
|---|-------------------------|
| 1. Lay groups, civic clubs, parents, etc.                 | 6                       |
| 2. Professional groups, teacher groups,<br>students, etc. | 6                       |
| 3. Administrative action                                  | 4                       |
| 4. Special teachers, etc.                                 | 4                       |
| 5. Surveys  | 5                       |
| 6. Visitation - conferences                               | 1                       |
| 7. Miscellaneous  | 2                       |

had outstanding success in solving these problems. It does appear significant, from a study of the approaches used in solving the problems, that extensive use is made of lay and professional groups, and individuals in preference to administrative action.



## CHAPTER XIII

### CONCLUSIONS

The study of the procedures used in meeting administrative problems in the public schools of Texas with 2000 to 6500 in average daily attendance has been based on the findings established by surveying the schools in this category. The study was confined to the middle size schools of Texas.

The study does not attempt to set forth a certain definite procedure that will be successful in every case. The study presents the administrative problems as they existed in the schools surveyed and the procedures that were used in seeking to solve these problems.

The survey presented findings which indicated that administrative problems existed in the areas of finances, buildings, special education, curriculum and instruction, personnel, auxiliary education services, school board-superintendent relations, school evaluations, public relations, and general administration.

In the area of school finance, the school superintendents in the middle size schools indicated that the problems of providing adequate revenue, developing a proper

tax structure, equalizing property valuation, and voting needed bonds were the most serious financial problems they faced. Attempts were made to solve these problems successfully by the use of various types of administrative procedures. The procedure most frequently used in meeting the particular problem in the area of school finance was the development of public relation program in the field of school finance. This procedure was used in thirteen cases in attempts to solve the financial problem. It was reported that in five cases the procedure was completely successful; in five cases the procedure was partially successful; and in three cases the procedure was unsuccessful. The procedure next most frequently used in meeting the particular problem in the area of school finance was the use of citizen's committees. This procedure was used in eleven cases in attempts to solve the financial problem. It was reported that in six cases the procedure was completely successful; in four cases the procedure was partially successful; and in one case the superintendent reported that he did not know the degree of success. The procedure of using a board of equalization, evaluation engineers, or outside appraisers was used in seven cases on the particular problem of developing the proper tax structure. This procedure was reported unsuccessful in one case, partially successful in

four cases, and completely successful in two cases. The reports of the superintendents indicate that when the patrons of the school district became acquainted with the problem either through receiving information or participating in problem study the degree of success was higher. Procedures using the patron to some degree were partially successful in 41.9 per cent of the cases and completely successful in 41.9 per cent of the cases. Equalizing property valuations had the highest report of procedure attempted being unsuccessful. In 60 per cent of the cases the procedure used was reported unsuccessful.

The problems presented in the area of school buildings were as follows: providing needed classrooms to house the student population increase; securing needed sites for future buildings; providing adequate office space for administration; improving the lighting in the present classrooms; and providing functional furniture for the classrooms. The procedures used in attempting to solve these problems were very similar to those used in efforts to solve the financial problems. The reason for this stems from the fact that in the majority of the cases covered by the problem presented there was a financial cost involved. The procedure of developing a public relation program was used

in twelve cases. It was reported that this procedure was partially successful in eight cases, and completely successful in three cases. In one case the superintendent reported that he did not know the degree of success. In nine cases the procedure reported used was the voting of bonds and the using of bond funds. The writer feels that although the problem was attacked in this manner the procedure used was much larger involving possibly the use of citizen committees or a public relation program.

The problems presented in the area of special education were as follows: providing more classes for the mentally and physically handicapped, providing a special program of education for the Latin-American youth and adult, providing a functional adult education program, and providing a program for retarded students. The problems reported by the superintendent are of a very difficult type and the findings reflected that an outstanding successful procedure for solving these problems had not been developed. Of the forty attempts to solve the various problems in this category of special education only two were reported completely solved; twenty-four were reported partially solved; and fourteen were reported unsuccessful. The most successful procedure reported was that of securing qualified teachers.

This procedure was used thirteen times and was completely successful one time and partially successful eight times. The writer feels that there is a direct correlation between the fact that the findings reported no use of public relation programs and the lack of success in solving the problems. This area of administrative problems are laden with many aspects of human relations and to solve such problems it seems that a wider understanding through adequate public relation program would be of tremendous help.

The problems presented in the area of curriculum and instruction were as follows: providing a senior high school curriculum geared to the needs of the students; broadening the total curriculum to meet the needs of all the students; improving the quality of instruction; determining the real educational needs; developing the proper administrative organization for the elementary schools; developing a functional supervision program; providing the proper student load for teachers; determining the feasibility of integrated classroom versus departmentalization in the elementary school; establishing a workable transition from elementary school to junior high school and from junior high school to senior high school; and determining the place of special program such as music, athletics, etc., in the total school

program. The findings indicated that the thirty-six reporting superintendents felt the problem of improving instruction was the number one problem. Thirty-two superintendents reported this as a problem with twenty-three classifying this problem as a major one. Twenty-nine superintendents reported developing a functional supervisory program as a problem, with determining the real education needs and providing the proper student load being listed by twenty-six superintendents. The procedure most frequently used in attempting to solve these problems was using teachers and staff in study groups, in-service groups and committees. Of the forty particular problems reported eighteen were attacked by the use of this procedure. The degree of success in this area was high. Only one superintendent reported failure out of the forty attempts. The findings indicated that thirty-five of the problems were solved to a degree of partial success.

The problems presented in the area of personnel were as follows: developing a program to assimilate beginning teachers and new teachers into the system; creating and fostering good morale among the teachers of the school district; recruiting the necessary teaching personnel to meet the increased student population; expanding the administrative

staff to meet the supervisory and administrative needs; providing high ethics among all school employees; establishing a definite policy for dismissing a teacher; providing an in-service program for all personnel; providing adequate teachers' salaries; and establishing an adequate teacher welfare program. The findings indicated that the problem of providing adequate teachers' salaries was the biggest problem to be met. Twenty-eight superintendents reported this as a problem with twenty classifying it as a major one. The problem of recruiting the necessary teaching personnel to meet the increased student population was listed as a major problem by seventeen superintendents. Thirty superintendents reported that developing a program to assimilate beginning teachers and new teachers in the system was a problem but only thirteen listed it as a major problem. The most successful procedure used in meeting problems in this area was the use of school groups, such as faculty committees, teacher groups and teacher welfare study committees. This procedure was used fifteen times and was evaluated as completely or partially solving the problem every time. The findings seem to indicate that when problems affecting personnel are involved the best solution can be made when members of this personnel are involved in working out the solution.

The problems presented in the area of auxiliary education services were as follows: improving the financial accounting program, improving the business management of the schools, developing an effective cafeteria program, developing an effective transportation program, and establishing a program of job analysis of all auxiliary personnel. The superintendents reported that developing an effective cafeteria was a major problem in this area more than any other one. Twenty-two superintendents reported this as a problem with twelve reporting it as a major problem. Improving the business management of schools was listed as a major problem eleven times. Improving the financial accounting program was reported as a problem by twenty-two superintendents with nine classifying it as a major problem. The findings showed the particular problems to be more prevalent in the field of financial accounting. One-third of the particular problems were classified in the field. The procedures used in meeting the problems in the area of auxiliary educational services were predominately those of direct administration in action; such as, installing new machines, developing new forms, employing capable personnel, reorganizing procedures, delegation of responsibility, etc. The direct administrative procedure was used twenty-six times out of thirty-one cases. The procedures used in



solving the particular problems listed by the superintendents were evaluated as completely successful sixty per cent of the time and partially successful thirty-three per cent of the time. This was a high degree of success.

The problems presented in the area of school board-superintendent relations were as follows: developing written policies of operation, meeting the situation of rapid turnover in school board membership, developing a policy on the selecting of an architect, providing an adequate in-service program for members of the school board, establishing a clear understanding of responsibility for the superintendent and the school board, and developing a functional communication program between the superintendent and the school board. The findings indicated that the problem of developing written policies of operation was the most acute problem facing the superintendents. Twenty-five superintendents reported this as a problem with seventeen classifying it as a major problem. In the classification of the particular problem faced by the superintendents the developing of written policies of operation was listed nine times, and establishing a clear understanding of responsibility for the superintendent and school board was listed seven times. The problem of developing written policies of operation was

reported solved completely successful five times and partially successful four times. The problem of establishing a clear understanding of responsibility for the superintendent and school board was not solved so successfully. The procedure was reported to be unsuccessful two times, partially successful four times, and completely successful only once. The procedures used were summarized as follows: the use of professional groups which were used six times; use of direct administrative action which was used five times; use of the process of educating the board which was used five times; and using bulletins, reports, etc. to inform the board was used three times. The findings indicated that superintendents realize the necessity of developing better school board-superintendent relations.

The problems presented in the area of school evaluation were as follows: developing a program for evaluation, developing a program of graduate follow-up study, and developing a program of comparable school study. Thirty-three superintendents reported the problem of developing a program for school evaluation with eighteen listing it as a major problem. Of the particular problems reported twenty of the twenty-two reported were in the category of developing a

program for school valuation. The writer was surprised that only two superintendents reported the developing of a program of graduate follow-up study and no superintendent reported the developing program of comparable school study as a particular problem. There is some question in the mind of the writer that a true program of school evaluation can be developed without an adequate graduate follow-up study program. The findings indicated that the problem of developing a program of school evaluation was solved completely successful three times, partially successful fifteen times, and unsuccessful one time. The procedure most frequently used, thirteen times, was the use of school groups, teachers, and students.

The problems presented in the area of public relations were as follows: developing a program of school community relations; resisting an organized pressure group; improving the schools' public relations program; establishing a better teacher-pupil relationship; establishing a better teacher-community relationship; developing a program to use the publicity media more effectively; developing better lines of communication between the schools and the patrons; and developing a more adequate program of telling the schools' story to the public. The findings indicate that these

problems were common to most of the superintendents reporting. The problems of developing a program of school-community relations was reported by thirty of the thirty-six superintendents and was listed as a major problem by twenty-three superintendents. The problem of developing a more adequate program of telling the school's story to the public was reported by thirty superintendents and was listed as a major problem by twenty-one superintendents. The classification of the particular problems were distributed over the entire field of public relations. Only two problems were evaluated as being solved with complete success. The superintendents reported that eighteen problems were solved to partial degree of success. The procedure involving the use of the various types of publicity such as newspapers, radio, television, and speech was used most effectively in solving the problems. This procedure was used fourteen times. The procedure using lay groups, civic clubs, home visitation, and conferences was used ten times.

The problems presented in the area of general administration were as follows: developing proper control policies for band and pep squad; developing a workable solution to the problem of married students; establishing the answer to the question of student drop-out; developing a

greater community interest in general health; establishing workable safety controls; establishing the projection of the population trends; providing secretarial help in the elementary school. The problems in this area were rather equally distributed over the entire field of general administration. Establishing the answer to the question of student drop-outs was the only problem that more than two superintendents reported as a major problem. Eleven superintendents reported this problem as being a major one. Out of the twenty-seven particular problems reported the findings indicated that three were solved with complete success; seventeen were solved with partial success; three were not solved successfully, and four were reported "evaluation of solution not known." The procedures used in attacking the problems in this area were as varied as the problems. The summary of the types of procedures used was slightly weighted by the use of lay groups and professional groups.

The findings indicated that the procedures found most successful in solving the problems in the areas of School Finance, Buildings, School Board-Superintendent Relations, and Public Relations were those procedures that involved the use of some form of lay person participation. The procedures found most successful in solving the problems in the areas of Special Education, Curriculum and Instruction, Personnel,

School Evaluation, Auxiliary Services, and General Administration were those procedures that involved the use of professional personnel. The study established the workable administrative procedures of a general nature that were used by the superintendents of the middle size schools. These procedures were stated in general terms. The writer feels that the study was entirely too broad to provide detailed specific skills in each procedure used. It will be up to the administrator using the suggested procedure established by the study to develop the necessary skills involved in the procedure. The writer feels that the study has contributed to the fund of knowledge that may be useful in solving administrative problems. The writer hopes that other studies may be developed following up each of the areas of the school problems studied which will develop the detail steps of setting up the procedure and plans for solving these problems.

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**APPENDIX A**

**Sample of Letters to Superintendents  
of the Pilot Schools**

**First Letter to Superintendent of a Pilot School**

October 27, 1953

Mr. Cecil Yarborough, Superintendent  
Snyder Public Schools  
Snyder, Texas

Dear Mr. Yarborough:

The problem which I have chosen for my Doctorate dissertation at the University of Houston entails a study of procedures used to meet administrative problems in schools of our size in Texas. This research study will be confined to those administrative problems that we have faced during the last three years. The University feels that this research study might develop into a brochure of established practices for use by school administrators. Of course, I would be very pleased if it did result in a practical, usable piece of work.

Your school has been selected as one of the nine pilot schools through which we hope to operate. First, we want to ask whether or not you will be willing to work with us in the development of such a study. If you do agree to participate, we will furnish you with all the information that we find in our efforts to isolate established practices now being used in meeting administrative problems.

We would appreciate it very much if you will let us know immediately whether or not you will participate with us as a pilot school in this study.

Sincerely yours,

Terrell W. Ogg  
Superintendent

TWO:sv

**Second Letter to Superintendent of a Pilot School**

November 17, 1953

Mr. Cecil Yarbrough, Superintendent  
Snyder Consolidated Independent Schools  
Snyder, Texas

Dear Mr. Yarbrough:

Your letter stating that you would be willing to participate in our study of procedures used to meet administrative problems in schools of our size in Texas was certainly appreciated. Since your school has been chosen as one of the pilot schools for this study we hope to receive a number of the successful procedures you have used in handling such problems. These will be the basis for our more concentrated study which will follow.

The University of Houston is interested in this program not only as a doctorate dissertation for me but also since there seems to be a need for a unit or book of instruction in solving practical administrative problems. The Gulf Schools Research Development Association has requested that a paper be prepared from the initial stages of the study for publication in their bulletin "The Researcher" in the immediate future.

It will be necessary that we step up production in this program; consequently, I am crying "help" for a list of ten problems that you consider as your most acute ones during the last three years. Also, please list for me the various steps you used to solve each of these problems. Examples of such problems are shown on the attached sheet. Your aid and assistance is imperative to this study at this time.

Sincerely yours,

Terrell W. Ogg  
Superintendent

TWO:mb

**APPENDIX B**

**List of Pilot Schools**

**PILOT SCHOOLS USED TO ESTABLISH MODEL FOR QUESTIONNAIRE**

These pilot schools were selected using the following criteria:

1. Size of school system

2. Geographic location

Listing of the pilot schools:

|            |            |
|------------|------------|
| Palestine  | Pasadena   |
| Edgewood   | Brazosport |
| Lufkin     | Vernon     |
| Midland    | Harlingen  |
| Temple     | Marlin     |
| San Angelo | Yoleta     |
| Orange     | Pampa      |
| Snyder     |            |

## **APPENDIX C**

### **Sample Returns from Pilot Schools**



\_\_\_\_ PUBLIC SCHOOLS  
\_\_\_\_, Superintendent  
\_\_\_\_, Texas

October 30, 1953

Mr. Terrell W. Ogg, Superintendent  
Brazosport Independent School District  
Freeport, Texas

Dear Terrell:

The following are ten (10) major problems we have found the past three years together with a partial solution of each:

| <u>Problem</u>   | <u>Solution</u>   |
|--|---|
| 1. Crowded playgrounds, crowded cafeterias and traffic hazard. | One period daily for play. 30-minute divided lunch periods to take care of cafeteria and traffic hazards.         |
| 2. Mastery of Fundamentals.                                    | Reading the number one objective in the elementary grades. Emphasis on English in junior and senior high school.  |
| 3. Staffing of school faculty.                                 | Continuing contract and sick-leave.   |
| 4. Marriage of Students.                                       | Dropped for one semester to have honeymoon and can then return to school.   |
| 5. Transportation.   | Development of County Unit system.  |
| 6. Low valuations.   | Increased 50% on voluntary basis through participation by citizen groups.   |
| 7. Acquire adequate building site.                             | Citizen's committee suggested purchase of two tracts for a total of 88 acres.                                     |
| 8. Drop-outs.  | Revision of curriculum in junior and senior high school. Remedial reading in junior high school. Trailer classes. |

Page #2  
Mr. Terrell W. Ogg  
October 30, 1953

- |  |  |
|--|--|
| 9. Students from other districts attending <u>          </u> schools without paying tuition. | Area of district increased by 40 square miles by consolidation and students not residents of district now pay a tuition. |
| 10. Shortage of classroom facilities   | Adoption of a ten-year program, voting a one and a half million dollar bond issue for part of program.                   |

Sincerely yours,

Superintendent of Schools

ADMINISTRATIVE PROBLEMS IN THE \_\_\_\_\_ PUBLIC SCHOOLS  
\_\_\_\_\_, Superintendent

PROBLEM:

Expanding the building program

PROCEDURE:

1. Increased property valuation
2. Vote necessary bonds
3. Plan and construction of

PROBLEM:

Expand the curriculum to meet the needs of the children

PROCEDURE:

1. Make study of student needs
2. Counsel with Citizens Advisory Groups
3. Secure adoption of proposals by School Board
4. Schedule courses and employ staff

PROBLEM:

Increasing personnel to meet new student load

PROCEDURE:

1. Increase salary scale
2. Broaden contact with Teacher Training Agencies for advance study of prospects

PROBLEM:

Orientation of new teachers

PROCEDURE:

1. Orientation program at beginning of school

2. Old teachers assigned to new teachers for teacher adjustment
3. Special attention by administrative staff to new teachers

**PROBLEM:**

Expansion of the administrative staff

**PROCEDURE:**

1. Study of needs by taxpayers and Board
2. Job Analysis of the school system
3. Establishment of administrative organization

**PROBLEM:**

Improvement of the quality of instruction

**PROCEDURE:**

1. In-service training activities, work shop, staff work courses, teacher committees, etc.

**PROBLEM:**

Expansion of the budget to meet the needs of the school

**PROCEDURE:**

1. Increase in valuations
2. Appropriation of adequate funds

**PROBLEM:**

Improvement in financial, accounting, and business management

**PROCEDURE:**

1. Enlarge staff
2. Intensive study of records by staff and auditors
3. Adoption of procedure on a trail basis

**PROBLEM:**

**Effective auxiliary services**

**PROCEDURE:**

1. Training for custodian and bus drivers
2. Re-study of the job assignments
3. Re-organizing administration of the school cafeteria and maintenance service

**PROBLEM:**

**Development of a program of school-community relations**

**PROCEDURE:**

1. By-weekly column in local newspaper by Superintendent answering commonly misunderstood questions concerning the school
2. Appreciation Banquet for past board members
3. Advisory Committee on textbook and curriculum
4. Emphasis on human relations between teachers and parents
5. Cooperation with Chamber of Commerce to bring teachers and businessmen together
6. Utilization of parent-teacher groups for interpreting the school program

**APPENDIX D**

**Schools to Which the Questionnaire  
was Submitted**

SCHOOLS IN THE MIDDLE SIZE GROUP IN TEXAS  
1954-1955  
Average Daily Attendance  
(2,000-6,500)

| <u>Name of School</u> | <u>County</u> | <u>Number in A. D. A.</u> | <u>Superintendent's Name</u> |
|-----------------------|---------------|---------------------------|------------------------------|
| Palestine             | Anderson      | 2,679                     | E. D. Cleveland              |
| Lufkin                | Angelina      | 3,704                     | J. A. Anderson               |
| Beeville              | Bee           | 2,008                     | F. W. Parsons                |
| Temple                | Bell          | 4,023                     | S. P. Cowan                  |
| Killeen               | Bell          | 2,187                     | C. E. Ellison                |
| Alamo Heights         | Bexar         | 2,411                     | E. T. Robbins                |
| Harlandale            | Bexar         | 5,985                     | Dillard McCollum             |
| Edgewood              | Bexar         | 5,560                     | E. E. Arnaud                 |
| South San Antonio     | Bexar         | 2,123                     | M. S. Jennings               |
| Texarkana             | Bowie         | 4,535                     | H. W. Stillwell              |
| Brazosport            | Brazoria      | 4,734                     | Terrell W. Ogg               |
| Bryan                 | Brazos        | 3,805                     | W. R. Carmichael             |
| Brownwood             | Brown         | 2,818                     | James D. King                |
| Harlingen             | Cameron       | 6,101                     | C. E. Burnett                |
| San Benito            | Cameron       | 3,205                     | John F. Barron               |
| Jacksonville          | Cherokee      | 2,049                     | W. D. Mauldin                |
| McKinney              | Collin        | 2,349                     | Hailds Pearce                |
| Gainesville           | Cooke         | 2,097                     | Roy P. Wilson                |
| Garland               | Dallas        | 3,033                     | Glen B. Couch                |

| <u>Name of School</u> | <u>County</u> | <u>Number in A. D. A.</u> | <u>Superintendent's Name</u> |
|-----------------------|---------------|---------------------------|------------------------------|
| Grand Prairie         | Dallas        | 3,802                     | H. H. Chambers               |
| Highland Park         | Dallas        | 4,165                     | Frank Monroe                 |
| Irving                | Dallas        | 3,160                     | John L. Beard                |
| Pleasant Grove        | Dallas        | 3,734                     | Dale Douglas                 |
| Lamesa                | Dawson        | 2,682                     | C. W. Tarter                 |
| Denton                | Denton        | 3,316                     | G. O. Strickland             |
| Waxahachie            | Ellis         | 2,156                     | T. C. Wileman                |
| Isleta                | El Paso       | 4,977                     | J. M. Hanks                  |
| Marlin                | Falls         | 2,285                     | Albert M. Tate               |
| Lamar                 | Ft. Bend      | 2,651                     | F. C. Herndon                |
| LaMarque              | Galveston     | 2,342                     | Dr. E. H. Black              |
| Texas City            | Galveston     | 3,507                     | B. R. Brooks                 |
| Pampa                 | Gray          | 3,913                     | Knox Kinard                  |
| Denison               | Grayson       | 3,234                     | B. McDaniel                  |
| Sherman               | Grayson       | 3,364                     | Bryan Davis                  |
| Kilgore               | Gregg         | 2,575                     | R. R. Ashworth               |
| Longview              | Gregg         | 4,586                     | R. E. Slayton                |
| Seguin                | Guadalupe     | 2,464                     | A. J. Briesemeister          |
| Plainview             | Hale          | 3,763                     | G. F. Mathews                |
| Aldine                | Harris        | 4,251                     | L. C. Courtney               |
| East & Mt. Houston    | Harris        | 2,219                     | R. W. Akridge                |
| Galena Park           | Harris        | 5,309                     | W. C. Cunningham             |



| <u>Name of School</u>                      | <u>County</u> | <u>Number in A. D. A.</u> | <u>Superintendent's Name</u> |
|--|---------------|---------------------------|------------------------------|
| Goose Creek                                | Harris        | 6,329                     | George H. Gentry             |
| Spring Branch<br>9000 West View<br>Houston | Harris        | 2,292                     | Dr. H. M. Landrum            |
| Marshall                                   | Harrison      | 3,763                     | Vivian H. Hackney            |
| San Marcos                                 | Hays          | 2,238                     | J. C. Hutchinson             |
| Edinburg                                   | Hidalgo       | 4,777                     | Dr. Olin Martin              |
| McAllen                                    | Hidalgo       | 4,175                     | T. E. McCollum               |
| Mercedes                                   | Hidalgo       | 2,112                     | L. W. St. Clair              |
| Mission                                    | Hidalgo       | 2,196                     | C. M. Colliban               |
| Pharr-San Juan                             | Hidalgo       | 3,655                     | Fred Kaderli                 |
| Weslaco                                    | Hidalgo       | 2,572                     | Grady Hester                 |
| Levelland                                  | Hackley       | 2,228                     | O. W. Marcom                 |
| Sulphur Springs                            | Hopkins       | 2,009                     | Jack F. Gibson               |
| Big Spring                                 | Howard        | 4,010                     | W. C. Blankship              |
| Greenville                                 | Hunt          | 2,943                     | Ray D. Brown                 |
| Borger                                     | Hutchinson    | 4,446                     | C. A. Cryer                  |
| Port Neches                                | Jefferson     | 2,399                     | D. T. Craver                 |
| South Park                                 | Jefferson     | 5,069                     | Joseph J. Vincent            |
| Alice                                      | Jim Wells     | 3,913                     | Jack R. Ryan                 |
| Cleburne                                   | Johnson       | 2,704                     | M. D. Murphy                 |
| Kingsville                                 | Kleberg       | 3,276                     | George W. Wier               |
| Paris                                      | Lamar         | 2,301                     | Thomas J. Justiss            |
| Bay City                                   | Matagorda     | 2,245                     | John H. Cherry               |

| <u>Name of School</u>                 | <u>County</u> | <u>Number in A. D. A.</u> | <u>Superintendent's Name</u> |
|---------------------------------------|---------------|---------------------------|------------------------------|
| Eagle Pass                            | Maverick      | 2,220                     | J. I. James                  |
| Conroe                                | Montgomery    | 2,551                     | W. D. Wilkerson              |
| Dumas                                 | Moore         | 2,161                     | E. A. Wooten                 |
| Nacogdoches                           | Nacogdoches   | 2,953                     | B. A. Copass                 |
| Corsicana                             | Navarro       | 3,273                     | W. H. Norwood                |
| Sweetwater                            | Nolan         | 2,567                     | O. G. South                  |
| Robstown                              | Kueces        | 2,779                     | B. C. Bank                   |
| Orange                                | Orange        | 4,152                     | C. O. Chandler               |
| Carthage                              | Panola        | 2,429                     | Q. M. Martin                 |
| Pecos                                 | Reeves        | 2,311                     | Ray H. Whitley               |
| Henderson                             | Rusk          | 2,099                     | E. W. Adams                  |
| Snyder                                | Scurry        | 2,775                     | Cecil Yarborough             |
| Tyler                                 | Smith         | 6,384                     | Dr. Hollis A. Moore          |
| Arlington                             | Tarrant       | 2,997                     | W. R. Wimbish                |
| San Angelo                            | Tom Green     | 6,492                     | G. B. Wadzek                 |
| Birdville<br>3120 Carson<br>Ft. Worth | Tarrant       | 2,342                     | W. G. Thomas, Jr.            |
| Victoria                              | Victoria      | 3,777                     | T. A. Roach                  |
| Uvalde                                | Uvalde        | 2,010                     | M. B. Morris                 |
| Huntsville                            | Walker        | 2,062                     | Joseph R. Griggs             |
| Vernon                                | Wilbarger     | 2,217                     | J. W. McFarland              |

**APPENDIX E**

**The questionnaire**

"A Study of Procedures  
Used in Meeting Administrative Problems in the Schools  
of Texas with 2000 to 6500 in Average Daily Attendance"

QUESTIONNAIRE

Please return questionnaire to:

Mr. Terrell W. Ogg  
Drawer Z  
Freeport, Texas

## INSTRUCTION SHEET

As a guide to assist you in completing the attached questionnaire, we are presenting the following sample:

|  |  | (Answer yes or no)               |                               |                               |
|--|--|----------------------------------|-------------------------------|-------------------------------|
| I. Superintendent - Staff Relationship |  | Have you<br>had this<br>problem? | Was it<br>a major<br>problem? | Was it<br>a minor<br>problem? |
| A. General problems                    |  |                                  |                               |                               |
| 1.                                     | Developing a democratic procedure of operation   | Yes                              | No                            | Yes                           |
| 2.                                     | Clarifying job relations between staff members   | Yes                              | Yes                           | No                            |
| 3.                                     | Developing an over-all staff supervision program | Yes                              | Yes                           | No                            |
| 4.                                     | Developing a workable procedure in a dual system | Yes                              | Yes                           | NO                            |
| 5.                                     | Other problems:                                  |                                  |                               |                               |

B. Describe your particular problem in this aspect of administration.

In a dual system the following problems are present:

- A. Divided responsibilities to the Board of Education
- B. Divided responsibilities for the administrative operation
- C. Overlapping administrative duties

C. Describe your method of attack on this particular problem.

This problem was dealt with in the following manner:

- A. Establishing a co-operative working relationship between the business office and the superintendent's office
- B. Developing clearer policies concerning administrative responsibilities
- C. Developing a pattern of teamwork in dealing with the Board of Education
- D. Eliminating as far as possible overlapping authority

I. Superintendent - Staff Relationship (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? ☒ Why? Since the working relationship has been established and the problems arising from a dual system have been kept at a very minimum, the Board of Education feels that the efficiency of the administration is at a high level.

Not successful? Why?

Harmful? Why?

\*\*\*\*\*

All blanks should be carefully checked so that the questionnaire is completed accurately. If additional space is needed use the back of the page covering the question you are answering. Please return this questionnaire to Terrell W. Ogg, Drawer Z, Freeport, Texas, as soon as possible.

STUDY OF PROCEDURES USED IN MEETING  
ADMINISTRATIVE PROBLEMS IN THE SCHOOLS OF TEXAS

Q U E S T I O N N A I R E

| (Answer yes or no)                    |                                  |                               |                               |
|---------------------------------------|----------------------------------|-------------------------------|-------------------------------|
| I. School Finance                     | Have you<br>had this<br>problem? | Was it<br>a major<br>problem? | Was it<br>a minor<br>problem? |
| A. General problems                   |                                  |                               |                               |
| 1. Providing adequate revenue         |                                  |                               |                               |
| 2. Developing of proper tax structure |                                  |                               |                               |
| 3. Voting needed bonds                |                                  |                               |                               |
| 4. Equalizing property valuations     |                                  |                               |                               |
| 5. Other problems:                    |                                  |                               |                               |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

## I. School Finance (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?



(Answer yes or no)

## II. Buildings

Have you      Was it      Was it  
had this      a major      a minor  
problem?      problem?      problem?

## A. General problems

|   |  |  |  |
|---|--|--|--|
| 1. Providing needed classrooms to house student population increase |  |  |  |
| 2. Securing needed sites for future buildings                       |  |  |  |
| 3. Providing adequate office space for administration               |  |  |  |
| 4. Improving the lighting in the present classrooms                 |  |  |  |
| 5. Providing functional furniture for the classrooms                |  |  |  |
| 6. Other problems:  |  |  |  |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

## II. Buildings (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?

(Answer yes or no)

## III. Special Education

Have you      Was it      Was it  
had this      a major      a minor  
problem?      problem?      problem?

## A. General problems

|  |  |  |  |
|--|--|--|--|
| 1. Providing more classes for the mentally and physically handicapped              |  |  |  |
| 2. Providing a special program of education for the Latin-American youth and adult |  |  |  |
| 3. Providing a functional adult education program                                  |  |  |  |
| 4. Developing a program for retarded students                                      |  |  |  |
| 5. Other problems:   |  |  |  |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

III. Special Education (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful?

Why?

Partially successful?

Why?

Not successful?

Why?

Harmful?

Why?

## IV. Curriculum and Instruction

(Answer yes or no)

| Have you<br>had this<br>problem? | Was it<br>a major<br>problem? | Was it<br>a minor<br>problem? |
|----------------------------------|-------------------------------|-------------------------------|
|----------------------------------|-------------------------------|-------------------------------|

## A. General problems

|  |  |  |  |
|--|--|--|--|
| 1. Providing a senior high school curriculum geared to the needs of the students                                       |  |  |  |
| 2. Broadening the total curriculum to meet the needs of all the children   |  |  |  |
| 3. Improving the quality of instruction  |  |  |  |
| 4. Determining the real educational needs  |  |  |  |
| 5. Developing the proper administrative organization for the elementary schools  |  |  |  |
| 6. Developing a functional supervision program   |  |  |  |
| 7. Providing the proper student load per teacher   |  |  |  |
| 8. Determining the feasibility of integrated classroom versus departmentalization in the elementary school             |  |  |  |
| 9. Establishing a workable transition from elementary school to junior high school and from junior high to senior high |  |  |  |
| 10. Determining the place of special programs such as music, athletic, etc., in the total school program               |  |  |  |
| 11. Other problems:  |  |  |  |

## IV. Curriculum and Instruction (continued)

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

D. Would you consider the procedure used in the solution of your problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?

## V. Personnel

(Answer Yes or No)

| A. General problems   | Have you<br>had this<br>problem? | Was it<br>a major<br>problem? | Was it<br>a minor<br>problem? |
|---|----------------------------------|-------------------------------|-------------------------------|
| 1. Developing a program to assimilate beginning teachers and new teachers into the system |                                  |                               |                               |
| 2. Creating and fostering good morale among the teachers of the school district           |                                  |                               |                               |
| 3. Recruiting the necessary teaching personnel to meet the increased student population   |                                  |                               |                               |
| 4. Expanding the administrative staff to meet the supervisory and administrative needs    |                                  |                               |                               |
| 5. Providing an in-service program for school administration                              |                                  |                               |                               |
| 6. Developing high ethics among all school employees                                      |                                  |                               |                               |
| 7. Establishing a definite policy for dismissing a teacher                                |                                  |                               |                               |
| 8. Providing an in-service program for all personnel                                      |                                  |                               |                               |
| 9. Providing adequate teachers' salaries  |                                  |                               |                               |
| 10. Establishing an adequate teacher welfare program                                      |                                  |                               |                               |
| 11. Other problems:   |                                  |                               |                               |

B. Describe your particular problem in this aspect of administration.

## V. Personnel (continued)

C. Describe your method of attack on this particular problem.

D. Would you consider the procedure used in the solution of your problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?



(Answer yes or no)

## Vi. Auxiliary Educational Services

Have you      Was it      Was it  
had this      a major      a minor  
problem?      problem?      problem?

## A. General problems

|  |  |  |  |
|--|--|--|--|
| 1. Improving the financial accounting program                        |  |  |  |
| 2. Improving the business management of the schools                  |  |  |  |
| 3. Developing an effective cafeteria program                         |  |  |  |
| 4. Developing an effective transportation program                    |  |  |  |
| 5. Establishing a program of job analysis of all auxiliary personnel |  |  |  |
| 6. Other problems:   |  |  |  |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

## VI. Auxiliary Educational Services (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?

(Answer yes or no)

## VII. School Board - Superintendent's Relations

| Have you<br>had this<br>problem? | Was it<br>a major<br>problem? | Was it<br>a minor<br>problem? |
|----------------------------------|-------------------------------|-------------------------------|
|----------------------------------|-------------------------------|-------------------------------|

## A. General problems

|   |  |  |  |
|---|--|--|--|
| 1. Developing written policies of operation   |  |  |  |
| 2. Meeting the situation of rapid turnover in school board membership                                     |  |  |  |
| 3. Developing a policy on the selection of an architect   |  |  |  |
| 4. Providing an adequate in-service program for members of the Board of Education                         |  |  |  |
| 5. Establishing a clear understanding of responsibility for the Superintendent and the Board of Education |  |  |  |
| 6. Developing a functional communication program between the Superintendent and the Board of Education    |  |  |  |
| 7. Other problems:  |  |  |  |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

## VII. School Board - Superintendent's Relations (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?

## VIII. School Evaluation

(Answer yes or no)

Have you      Was it      Was it  
had this      a major      a minor  
problem?      problem?      problem?

## A. General problems

|   |  |  |  |
|---|--|--|--|
| 1. Developing a program for school evaluation       |  |  |  |
| 2. Developing a program of graduate follow-up study |  |  |  |
| 3. Developing a program of comparable school study  |  |  |  |
| 4. Other problems:                                  |  |  |  |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

## VIII. School Evaluation (continued)

- D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful?                      Why?

Partially successful?                      Why?

Not successful?                      Why?

Harmful?                      Why?

(Answer yes or no)

## IX. Public Relations

Have you      Was it      Was it  
had this      a major      a minor  
problem?      problem?      problem?

## A. General problems

|   |  |  |  |
|---|--|--|--|
| 1. Developing a program of school-community relations                             |  |  |  |
| 2. Resisting an organized pressure group  |  |  |  |
| 3. Improving the school public relations program                                  |  |  |  |
| 4. Establishing a better teacher-pupil relationship                               |  |  |  |
| 5. Establishing a better teacher-community relationship                           |  |  |  |
| 6. Developing a program to utilize the publicity media more effectively           |  |  |  |
| 7. Developing better lines of communications between the school and the patrons   |  |  |  |
| 8. Developing a more adequate program of telling the schools' story to the public |  |  |  |
| 9. Other problems:  |  |  |  |

## B. Describe your particular problem in this aspect of administration.

## IX. Public Relations (continued)

C. Describe your method of attack on this particular problem.

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?



## X. General Administration

(Answer yes or no)

Have you      Was it      Was it  
had this      a major      a minor  
problem?      problem?      problem?

## A. General problems

|  |  |  |  |
|--|--|--|--|
| 1. Developing proper control policies for band and pep squad         |  |  |  |
| 2. Developing a workable solution to the problem of married students |  |  |  |
| 3. Establishing the answer to the question of student drop-out       |  |  |  |
| 4. Developing a greater community instruction in general health      |  |  |  |
| 5. Establishing workable safety control                              |  |  |  |
| 6. Establishing the projection of the population trends              |  |  |  |
| 7. Providing secretarial help in the elementary school               |  |  |  |
| 8. Other problems:   |  |  |  |

B. Describe your particular problem in this aspect of administration.

C. Describe your method of attack on this particular problem.

X. General Administration (continued)

D. Would you consider the procedure used in the solution of your particular problem (check one)

Completely successful? Why?

Partially successful? Why?

Not successful? Why?

Harmful? Why?