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**ABSTRACT**

In this monograph, the authors describe the shortcomings of traditional approaches to continuing education of administrators and examine the extent to which innovations are being attempted in present practices. The authors note that, in print and in practice, continuing education of administrators has failed to develop to the extent that it can be described as in the beginning stages of a science and that truly innovative programs are lacking in current practice. The authors then propose a comprehensive process for planning, implementing, and evaluating programs for the continuing education of administrators. They argue that a planned, systematic, and continuous administrator education program is basic to the solution of the critical problems facing education. A bibliography is included. (Author/DN)

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# Emergent Practices in the Continuing Education of School Administrators

Frank W. Lutz and Reynolds Ferrante

1972

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ADMINISTRATOR PREPARATION**

Under the editorship of

**PHILIP K. PIELE, Director**

ERIC Clearinghouse  
on Educational Management  
University of Oregon

and

**JACK CULBERTSON, Executive Director**

University Council  
for Educational Administration  
The Ohio State University

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### UCEA

The mission of the University Council for Educational Administration is to improve the preparation of administrative personnel in education. Its membership consists of major universities in the United States and Canada. UCEA's central staff works with and through scholars in member universities to create new standards and practices in administrator preparation and to disseminate the results to interested institutions.

UCEA's interest in the professional preparation of educational administrators includes both continuing education and resident, preservice programs. Interinstitutional cooperation and communication are basic tools used in development activities; both administrators and professors participate in projects.

The Council's efforts currently are divided into six areas: developing and testing strategies for improving administrative and leadership practices in school systems; encouraging an effective flow of leaders into preparatory programs and posts of educational administration; advancing research and its dissemination; providing information and ideas helpful to those in universities responsible for designing preparatory programs; integrating and improving preparatory programs in specific areas of administration; and developing and evaluating the Monroe City URBSIM simulation and support materials.

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## Foreword

During the last decade, programs to prepare educational administrators have undergone considerable change. Growing specialization in the field of educational administration resulting from new knowledge production (for example, operations research) is one reason for the program change. Another is the continuing search for more effective patterns of field experience, instructional method, and content in preparatory programs.

Because of the varied changes achieved in preparation in different universities, those interested in designing or updating programs today are faced with a greater number of options than was the case ten years ago. A major purpose of this monograph series is to shed light on the various options now available to those interested in administrator preparation. A second purpose is to advance general understanding of developments in preparation during the past decade. The series is directed to professors, students, and administrators interested in acquiring information on various aspects of preparation.

Each author in the series has been asked to define the parameters of his subject, review and analyze recent pertinent literature and research, describe promising new practices emerging in actual training programs across the country, and identify knowledge gaps and project future developments. The papers in the series were planned and developed cooperatively by the ERIC Clearinghouse on Educational Management and the University Council for Educational Administration. The editors of the series hope that the monographs will prove valuable to those interested in understanding and assessing recent and projected developments in preparation.

In this monograph, the third in the series, Frank W. Lutz and Reynolds Ferrante describe the shortcomings of traditional approaches to continuing education of administrators and determine the extent to which innovations are being attempted in present practices. Finding that truly innovative programs are absent in most present practices, the authors propose a comprehensive process for planning, implementing, and evaluating effective continuing education programs.

Dr. Lutz is a professor of education and director of the Division of Education Policy Studies at the Pennsylvania State University. Dr. Lutz has wide experience as a professor, researcher, consultant, and author. His latest book, *Dynamic Factors in Urban Education*, will be published soon by Charles A. Jones Publishing Company. He received his bachelor's degree in 1950, his master's degree in 1954, and his doctor's degree in 1962, all from Washington University.

Mr. Ferrante is the assistant to the director of the Division of Education Policy Studies at the Pennsylvania State University. He also serves as a consultant to the U.S. Office of Education and several states on planning and development activities and has written numerous proposals for educational agencies. From 1967 to 1970 he was an assistant professor at Glassboro State College. He holds bachelor's (1957) and master's (1961) degrees from Rutgers University and soon will receive his doctor's degree from the Pennsylvania State University.

PHILIP K. PIELE  
JACK CULBERTSON

# 1

## Introduction

Two organizations have repeatedly shown a concern for the continuing education of school administrators—the American Association of School Administrators (AASA) and the University Council for Educational Administration (UCEA). An example of AASA's concern is their 1963 publication *Inservice Education for School Administration*. UCEA has been mainly concerned with the interests of individual universities; a 1965 task force effort resulted in the monograph *Continuing Education for School Administrators* (Lynch 1966). Both publications deplored the dearth of research in the area, and both issued a call for more research. Yet almost ten years after the first publication, the needed research is not forthcoming.\* There are understandable reasons.

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\*One exception to the statement, while perhaps not generalizable to the entire field, is: Fred Edmonds and others, *Developing Procedures for the Inservice Education of School Administrators* (Lexington: College of Education, University of Kentucky, 1966), 169 pp.

First, continuing education needs are local rather than national, regional, statewide, or, necessarily, even common to all school districts in a single county or intermediate unit. Second, continuing education is usually concerned with immediate problems of an individual district and is time-bound. For instance, one district might need bargaining aid in allaying a teachers' strike; a neighboring district may need help with long-range planning; and still another district may require a proposal for performance objectives.

Third, although the participants' opinions of the usefulness of a program can be immediately assessed, an objective evaluation of the program's effectiveness in solving the problem usually requires a considerable passage of time. Thus, it is easier to discover universal needs than specific needs, perceived needs than operational needs, and perceived benefits than operational benefits. So it is that continuing administrator education continues to struggle along largely in the dark.

Lest anyone get the wrong idea, this monograph will not solve these problems. We have not done the necessary kind of empirical research. We will only point to the past, report on the problems and present status of continuing education activities, and suggest some alternatives to present programs.

#### PRESERVICE AND CONTINUING EDUCATION

Continuing education in school districts is about as old as the districts themselves. Almost as soon as professional training for educators originated in the United States, it proved insufficient for the complexity of the job. By the time the superintendency and principalship became recognized roles in public education, one of the major responsibilities of these positions was to train teachers to teach better. It was not unusual for administrators to refer to themselves as "teachers of teachers." It was assumed—and was probably true during the days of the normal school—that the principal and superintendent knew more about teaching than did the teacher. Out of this assumption, and also out of necessity, grew the notions that teachers learned to teach only through experience in the classroom and that preservice education was inadequate.

These notions, if they ever were true, are no longer true in our view. Still, it is worth noting that these ideas concerning the need for continuing teacher education still exist in the minds of many

practicing educators. The significance of these ideas here is that they were easily transferred to administrator education and thus provide a background for viewing the continuing education of school administrators.

Several questions arise in any discussion of continuing education for school administrators. Is anything that is taught in university preservice administrator programs useful in the job of administering schools? If so, what courses or experiences are related, and how? What should be emphasized? A classic method of attempting to find answers to such questions has been to ask practicing administrators to recall the most useful courses they took when they were at the university (AASA 1960 and 1971). A major drawback to this method is that most respondents must depend on at least a five- to ten-year recall. In addition, they may judge the usefulness of the courses in terms of the most repeated tasks (for example, state finance forms) rather than of the most critical problems (for example, reorganization of the district). In any case the questions asked and their reliable answers are critical to planning preservice and continuing administrative programs in education.

The two types of programs should be planned carefully to complement each other. Certain areas should be deliberately omitted from preservice education programs and planned for continuing programs and vice versa. In general, preservice education should stress the development of behavior that will permit and facilitate long-range and flexible administrative practice. Continuing education should stress behavior in specific situations limited by time and space, based on the general skills learned during preservice education. As new and important areas of educational administration achieve permanency (for example, educational negotiations and educational politics), these areas should be incorporated into preservice programs for new administrators and continuing programs for practicing administrators.

There is often only a thin grey line between the continuing and preservice education of school administrators. This subtlety can be seen in the preservice program of a twenty-eight-year-old university doctoral student who taught for five years, completed a year's residency, and now (never having held an administrative post) is spending a year in a university course entitled "administrative internship." Although this internship is planned and supervised by the university, it is served in a school district, and the preservice

student is increasingly given responsibility in actual continuing capacities. On the other hand, consider the case of a practicing superintendent who is forty years old. He taught for five years, served as assistant principal and principal for ten years while he picked up some graduate courses, did a year's residency at the university while on leave from his inservice activity, and is now completing his degree after returning to the superintendent's job that he has held for four years. One might consider the entire university program of such a person as "continuing education."

The point we have attempted to make is that, while for practical considerations preservice and continuing education programs for school administrators must occasionally be viewed as separate processes, the dichotomy is useful at best only momentarily. Preservice programs cannot prepare a school administrator so that he is completely equipped to meet all the specific situational demands and future conditions of his job. On the other hand, if all training for educational administration is left to continuing education and experience, both school administrators and the schools will suffer.

#### REAL AND PRESUMED DIFFICULTIES IN CONTINUING EDUCATION

A major hindrance to the continuing education of school administrators is the necessity for universities and associations concerned to present programs general enough to appeal to the broad spectrum of school districts. Not only do problems differ among districts, but even when the problems are the same, the abilities and levels of knowledge and sophistication of the administrators who must solve the problems within these districts are different. The response of those planning the continuing education program is usually to aim at the middle range, resulting in a program not tailored to the specific needs or problems of any district.

This problem could be solved if school districts designed programs to meet their specific continuing education needs and hired consultants to assist them. However, school districts are notoriously stingy in allotting money for either research or personnel development. In contrast, American business, supposedly the epitome of efficient budgeting, probably spends at least ten times as much money on research and development as do school districts, as measured by percentage of total budgets. Ironically, the inadequate amounts provided for staff development prevent many school

administrators from taking advantage of the continuing education opportunities that do exist.

Even if money were available, it is doubtful the consulting expertise for research and development would also be accessible in sufficient quantity. Well-known consultants, particularly in areas that are in vogue, can demand high fees that exclude districts with perhaps the greatest need for continuing administrator education. In addition, the frequent absences (sometimes a hundred days a year) of such consultants from their university positions reduce their effectiveness in preservice education of school administrators.

Further complicating the problem is the fact that many of the individuals likely to be most useful as continuing education consultants are also most capable of producing the research that could provide answers to pressing educational problems. It has been said that when research and service get under the same tent, research gets pushed out. May we add to this empirical truism the phrase "and vice versa." Whether this condition is a result of individual predisposition, a man's professional commitment, the limitation of time, or simply a matter of going where the money is, it appears that those institutions producing the most research do little toward providing continuing education, and that schools doing most of the continuing education do little research. If the areas of research and continuing education were entirely independent, this situation would not be cause for concern. Although the two sometimes exist independently, neither can be effective without the other. If research on organizations and administrative behavior is not translated into operation through training programs (both continuing and preservice), it is sterile. If training programs ignore research findings, schools merely train administrators to repeat the mistakes of the past.

Even if all these issues could be resolved, there would still exist the problem of moving from continuing administrator education to effective organizational problem-solving. A single "retrained" administrator or a middle echelon administrator with superiors who are not as well trained is not likely to be effective, particularly in larger school districts. Effective continuing education requires the planned involvement of administrators, teachers, and other professional staff, and this consideration geometrically increases the problems already pointed out. However, the situation is not hopeless. Problems can be solved, but not by the at-random and generalized types of continuing education programs that dominate the present scene.

## Practice as Reported in Print

Given the lack of needed research and planning, present continuing education of administrators does not even approach the beginning stages of a science. No "if-then" statements can be generated. For example, if the school administrators in a given school district are trained in planning-programming-budgeting system (PPBS) methods, will the district be able to reduce expenditures, or more effectively allocate them, or generate fewer board-administrator conflicts over budget? Perhaps yes, perhaps no. We cannot say with any degree of predictability. In its present state, administrator continuing education is not a science; it is an art. Unfortunately this condition is likely to continue for some time. There is a great deal more interest in implementing programs for continuing education than in developing and testing training models or, for that matter, in generating the data necessary to prepare continuing education packages to help solve educational problems. The situation could almost be described by the cliché, "Don't think—just do something!"

As an art, continuing education does have its masters. They can be very useful to those who commission them, and their work can be appreciated by others. Much of the literature on continuing administrator education is a gallery of their work, cataloging and describing it, usually according to the perceptions of practicing administrators and professors of educational administration.\*

The rest of this section is devoted to such a description.

#### ADMINISTRATORS' PERCEPTIONS OF BENEFITS AND NEEDS

One of the most recent catalogs on the art of continuing administrator education is a study by Hoffman in which he shows how administrators' perceptions of the benefits of and needs for subjects offered in continuing education programs relate to the frequency with which the programs are actually offered. According to Hoffman's study:

1. There is a significant relationship between the frequency that types of continuing education programs are offered by UCEA institutions and the benefit of such programs as perceived by school administrators; the correlation was a surprising .646. The greatest discrepancy was racial integration, which ranked second in number of days offered but finished a poor eleventh in perceived benefit.
2. The correlation between the offerings of continuing education topics by UCEA institutions and the need for programs as perceived by practicing administrators was a poor .264. (1971)

On the basis of this study, one must conclude that while those programs offered were perceived as beneficial by practicing administrators, they were not the ones perceived as most needed. This could be interpreted to mean that having received the benefit of those programs offered frequently, administrators now perceive an increased need for different programs. Or it may mean that although those most frequently offered are not perceived to be most needed, administrators still think they benefited from the training. Unfortunately, Hoffman's research method provided no way of resolving this confusion. In either case the picture is hopeful. In the former case we see that the programs offered are beneficial,

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\*For instance, see Kenneth Frasure, *Inservice Role of Professors of Administration, A National View* (Albany: 1966), 24 pp.

and it is likely that the market (demand) will cause universities to move to those areas of continuing education where the need still exists. If the latter interpretation is the valid one, universities evidently do have the capacity to develop usable programs but must pay more attention to administrator needs.

A far greater problem exists when we inquire whether or not professors might be more perceptive than administrators in predicting the future and thus "knowing" what is most needed to solve the momentary as well as the long-range problems that plague education. Another interesting question, unresolved by Hoffman's research, is whether or not the effectiveness of continuing education as perceived by the administrator is related to its operational effectiveness in solving school district problems.

Notwithstanding these problems, the findings of Hoffman's study are interesting and are reported in part in table 1.

Examining the table we find theory offered much more than it is perceived as needed, as are educational administration, integration, and supervision. However, there appears to be an undersupply of programs offered in educational finance, staffing, and long-range planning. Since the survey was national, we cannot assume that every university offered more continuing education programs in racial integration than in sensitivity training. It is more than likely that some universities stressed sensitivity training for school administrators above all other areas. In fact, it ranked second in the New England region. On the other hand, if a university were to emphasize long-range planning to the exclusion of other areas, it would almost surely fail to serve the needs of particular school districts in specific areas.

Perhaps it is of additional interest that all reporting UCEA institutions (fifty-five of the fifty-eight that Hoffman asked to respond) reported a total of 1,462.5 days of continuing education programs in twenty-nine categories, or an average of 26.6 days per institution. Of the total days reported, more than three-fourths were accounted for by only eight of the twenty-nine areas and one-half by just three areas.

#### PROGRAMS DESCRIBED IN LITERATURE

An examination of current continuing education programs for school administrators suggests two distinct and separate content

TABLE 1

**RANKING OF CONTINUING EDUCATION PROGRAMS  
ACCORDING TO OFFERINGS OF UCEA INSTITUTIONS,  
BENEFITS AS PERCEIVED BY ADMINISTRATORS,  
AND NEEDS AS PERCEIVED BY ADMINISTRATORS\***

<i>Frequency of Offerings by UCEA Institutions</i>	<i>Benefits as Perceived by Administrators</i>	<i>Needs as Perceived by Administrators</i>
1. Educational administration	Curriculum	Long-range planning
2. Integration	Educational administration	Educational finance
3. Supervision	Negotiations	Curriculum
4. Negotiations	Educational finance	Negotiations
5. Theory	Supervision	Staffing
6. Curriculum	Theory	Student activism
7. Sensitivity training	Staffing	Educational administration
8. Long-range planning	Long-range planning	Sensitivity training
9. Student activism	Grade organization	Supervision
10. Educational finance	Sensitivity training	Urban youth
11. Staffing	Integration	Integration
12. Grade organization	Student activism	Grade organization
13. Urban youth	State/national programs	Intergovernment
14. Intergovernment	Urban youth	Theory
15. State/national programs	Intergovernment	State/national programs

\*Parnell H. Hoffman, *Administration In-Service Programs of the UCEA Institutions* (University Park: College of Education, Pennsylvania State University, 1971), pp. 41-42.

areas. One area is concerned with the human relations skills needed for effective administration. The other area is concerned with management skills and expertise required to solve current administrative problems.

Workshops concerning the humanistic area include such things as sensitivity training, interpersonal relationships needed for effective administration, and skills needed in resolving a variety of personnel problems. The management area concentrates on specific kinds of management and administrative skills. These continuing education programs include evaluation and planning, educational forecasting, decision-making, and collective negotiations. One workshop concerned with crisis problem management included both human and management concerns required for effective administration.

#### HUMAN RELATIONS SKILLS

*Sensitivity training.* Sensitivity training has become increasingly popular as a means to assist public school administrators in becoming more effective in their relationships with faculty and students. South Brunswick Public Schools, in Kendle Park, New Jersey, sponsored a six-week summer workshop on sensitivity training for teachers and administrators at Bethel, Maine. According to Kimple (1970), the central purpose of the workshop was to make administrators and teachers more aware of their perceptions and behaviors in an effort to foster change in their schools. The summer session included two weeks in group dynamics and four weeks of teaching in a summer school laboratory, in addition to program planning. A continuous evaluation system was implemented by the consulting teams, teachers, and administrators.

*Interpersonal relations.* Increasing concern for the disadvantaged urban student and the problems concerning the disadvantaged population have created the need to train urban school administrators in human relations and other administrative skills. Focusing on this need, Ogletree and Rowe (1970) have recommended a continuing education program "which forces the future principal to confront his own motives and which helps him assess administrative behavior from the perspective of the teacher and students with whom he will work." In addition, they recommend a training program that will help the candidate acquire a very specific knowledge of the conditions in the inner-city schools. According to Ogletree

and Rowe, principals who have not had the opportunity to work within the inner-city should actually teach in the classrooms for a short period of time, in addition to observing in a difficult school in another district. Other methods for preparing the administrator would be exposure to the best available thinking on the education of the disadvantaged, experiences for direct contact with low-income parents within the school environment, and provision of additional time to determine district resources and policies for operation.

The Oregon Elementary School Principals Association sponsored a five-day residential laboratory on interpersonal relations for educators from all over the state. According to Thomas (1971), the laboratory was concerned with communication and listening skills and dealt with teacher conflict. It was hypothesized that the administrator, as a result of participation in this workshop, would become more tactful in dealing with his teaching staff and more sensitive to the needs of others. It was also assumed that he would be able to communicate more effectively with all groups with whom he came in contact. A followup study was conducted to determine what observable behavioral changes resulted from this training and what effects these changes had on the social-emotional climate of the schools. Thomas describes findings showing that participants in the five-day laboratory did alter their behavior when working with their staffs. The administrators also felt less threatened by their teachers and were more willing to engage in democratic decision-making processes.

*Personnel problems.* An article in *Nation's Schools* ("Where Summer Bells Ring for You" June 1969) describes several short workshops aimed at helping administrators cope with a variety of personnel and other problems in their schools. One of the workshops, sponsored by the University of Iowa at Iowa City, focused on teacher and student militancy. This one-week workshop was open to all school administrators within the state.

A superintendents' workshop sponsored by the University of Utah at Salt Lake City focused on teacher morale, negotiations, student unrest, minority group problems, drug crises, evaluation of staff, lack of public support, and evaluation of innovative ideas on how to handle the threat of suits facing school administrators. This workshop was held at the University but included the opportunity for field project work.

A week-long workshop for the development of administrative leadership was held at the State University of New York at Albany. The workshop focused on interaction analysis as a technique for working with teachers. Materials included texts concerned with student involvement in the schools, case studies, materials on the administrative process, and organizational behavior.

A more recent article in *School Management* ("Summer Seminars and Workshops" May 1971) describes how the current national concern for the problems of drug abuse has supported the development of drug abuse workshops at the local and state level. These workshops are concerned with such things as drug abuse in schools and the development and administration of drug abuse programs.

#### MANAGEMENT SKILLS

*Evaluation and planning.* With the increased need for management skills, a series of workshops have developed concerning evaluation and planning. The Educational Testing Service at Princeton recently developed a workshop on concepts of evaluation, designed to help administrators increase their understanding of system evaluation, accountability, resource allocation, and skills needed for decision-making ("Summer Seminars and Workshops" May 1971).

Other examples of evaluation workshops are one sponsored by Ohio University, Ashland, Ohio, on "Evaluation as Accountability," and another developed by Arizona State University, Tempe, Arizona, for administrators and supervisors ("Summer Seminars and Workshops" May 1971).

The need for the improvement of planning skills in management of public schools was emphasized in a summer seminar sponsored by the George Peabody College of Teachers in Nashville, Tennessee. This seminar focused on decision-making, communication and evaluation, and improvement of skills required for planning ("Where Summer Bells Ring for You" June 1969).

Stanford University in Stanford, California, has held a planning institute devoted specifically to the processes of planning within education and the environment ("Summer Seminars and Workshops" May 1971).

*Educational forecasting.* Educational forecasting or "crystal

balling" the future has always been somewhat difficult and risky. Using the Delphi technique developed by The Rand Corporation, which makes use of integrated forecasts drawn from many disciplines, the Cooperative Educational Research Laboratory at Syracuse, New York, developed a program to help educators examine alternative futures (Ward 1969). In the workshop the staff members used a modified version of the Delphi technique involving a listing of probable future events determined by experts and a process that allowed experts to arrive at some form of consensus. This methodology was aimed at projecting possible futures and educational problems administrators will face.

*Decision-making.* Recognizing the need for decentralization of educational decision-making at all administrative levels, the central administrative staff at Tulsa, Oklahoma, organized an Administrative Development Program. According to Cawelti and Howell (1971), the program's central objective was to assist administrators in decentralizing the decision-making process and to inform administrators of innovative activities occurring across the country.

The program consisted of three phases: group, self-pacing, and independent study. The group phase was limited to two four-hour sessions each month where nationally known authorities made group presentations. Group participants used simulation materials and engaged in discussions with the consultants. The self-pacing phase consisted of the use of self-instructive learning packages called Tulsapacs. As described by Cawelti and Howell, the Tulsapacs included tasks that were structured according to identified behavioral objectives, enabling the participants to meet the objectives, and, finally, to measure their degree of understanding of a particular content area through self-tests. In the third phase of the program the administrators were organized into independent study committees that selected a particular administrative area for discussion at bimonthly meetings.

Many state departments of education, management concerns, and universities operate summer or ongoing activities concerned with PPBS. One such program, operated through the University of Michigan at Ann Arbor, focused on improving the effectiveness and efficiency of the decision-making process through PPBS ("Where Summer Bells Ring for You" June 1969).

*Collective negotiations.* The increasing need for school administrators to have skills related to collective negotiations has prompted

colleges and universities to develop courses and workshops in this area. One such workshop was developed at the University of Pittsburgh and focused on superintendent-teacher interaction within the collective negotiations process ("Where Summer Bells Ring for You" June 1969).

#### PRACTICE NEEDS IDENTIFIED IN LITERATURE

What should be done to balance continuing education needs with worthwhile, available programs? Robin Farquhar (1970) summarizes his UCEA study by indicating a need for and a trend toward:

1. more continuing education for superintendents by universities
2. more relevant and less time-bound continuing education content
3. cooperation between universities and other agencies providing continuing education programs
4. longer-term continuing education programs

Farquhar indicates a remaining need for:

5. off-campus, university-sponsored, residential continuing education programs
6. better systematized, integrated, and cohesive continuing education programs
7. The meeting of administrator continuing education needs by other organizations, external to the university

To this we would add:

8. determination by universities of those areas best served by pre-service programs, development of those areas into regular courses, and a refusal to teach in preservice programs those time-bound tasks that are best served by continuing education

We heard one excellent administrator complain, "Every time the state legislature meets, they wipe out two years of my graduate study." He meant that time spent learning specifics is often wasted by changed legislation. This is a ridiculous situation in preservice graduate study. On the other hand, too many continuing education programs provided by universities consist of a collapsed, watered-down university course not appropriate to continuing education needs or processes. So we also add:

9. development of continuing education programs to meet specific needs of specific administrators with methods suited to a clientele of busy, intelligent, and highly educated professionals
10. integration of preservice and continuing education programs to provide a single educational program that will develop the best possible corps of professionals for administrative education

Cunningham and Nystrand (1969) suggest strategies for increasing the relevance of administrator preparation programs. One strategy includes an exchange program for professors and practitioners in which the academicians and administrators would exchange roles to gain understanding of each other's responsibilities. These authors feel this strategy would be very helpful in improving administrator preparation programs. Their work indicates that professors who have spent several years at the university and who return to the field after a brief period of practice have not only found the experience rewarding but have modified their teaching as a result.

School-University Problem Center Experiences, in which school and university personnel work together toward the solution of a specific school system problem, have also been recommended by Cunningham and Nystrand (1969). Another approach would consist of a two- to four-week interdisciplinary management workshop where school administrators, personnel from social agencies, and government administrators are invited to examine and attempt to solve educational problems. The authors also propose that some workshops be developed on a regional basis.

From the same vantage point as Cunningham and Nystrand, Culbertson (Culbertson and Hencley 1962) has also recognized the need for a multidisciplinary approach to the solution of current continuing education problems. He has suggested that a series of workshops involving all school district decision-making personnel be part of continuing education programs. He believes that such programs should concentrate on broad social issues, providing the opportunity for many representative groups to coordinate their thinking and stretch their imaginations. Another innovation recommended by Culbertson would include outstanding superintendents working with university personnel in preconference planning. The best talent possible would be sought to staff such conferences.

Specific recommendations for the content of the continuing education of administrators center on training for educational change. Pharis (1966) has suggested needed topics for this change: curriculum development and organization, use of new methods and material, internal school reorganization, objective development, professionalization of the teaching staff, special services, and expanded understanding of the socialization process.

## Survey of General Practices

Throughout history, art has been unduly subject to the pressure of faddism. Many a master starved during his lifetime while the world paid for the mediocre work of artists who catered to the vogue of the time. The art of continuing education is not different in this regard. Without intending to classify present continuing education artists as masters in their own time or as opportunists, several "best-selling" topics of the day can be identified in administrator continuing education. During the past few years these have included PPBS, sensitivity training, administrative theory, and integration. Some emerging areas appear to be: writing performance objectives, politics of education, and long-range systems planning. Some of these topics are of great value to school districts, and some professors are masters of their art. Nevertheless, faddism accounts for an undesirable amount of the demand and availability of programs as well as the costly consultant fees.

We have already surveyed a variety of continuing education programs described in the literature, most of which focus on one or

more of the topics noted above. In this chapter we describe additional programs, though from a different point of view and with information obtained from a different source. Instead of being categorized according to their topics, the programs described here are grouped according to types of delivery systems. Information about the programs was obtained from a questionnaire.

#### TYPES OF DELIVERY SYSTEMS

Information, expertise, experience, knowledge—all the components of continuing education—are insufficient without a method of putting the elements together and getting them to practicing administrators. The means employed can be termed *delivery systems* and have been fairly standard during the history of continuing education of administrators. These are discussed here, along with some recent innovations in this area.

#### CONVENTIONS

Perhaps the most traditional and time-honored method of continuing education for school administrators is the convention. From its beginning in 1866, AASA's national convention has grown to be the largest professional convention in the world, with twenty to twenty-five thousand school administrators attending annually. This national assemblage supplies continuing education by means of general sessions before thousands, small-group presentations of research and "practical solutions," and almost continuous closed-circuit television presentations. To this annual occasion have been added numerous state and regional conventions, perhaps less grand, but usually effective in providing a measure of administrator continuing education.

#### CONFERENCES AND WORKSHOPS

This is perhaps the most-used delivery system for the continuing education of school administrators. Literally hundreds of conferences and workshops are conducted annually by universities, professional associations, and individual school districts.

Usually conferences and workshops range from a day to one week and cost from ten to three hundred dollars. Longer workshops are not necessarily better than shorter ones, nor are the more expensive necessarily of greater value than the less costly. Among the various kinds of workshops or conferences are problem-centered

(that is, participants learn how to develop a contract), case study (that is, participants and consultants solve an actual problem), and cognitive (that is, participants obtain new knowledge or understanding). Some conferences combine several of these types to meet continuing education needs.

Recently, workshops have been offered by management groups that include attorneys, industrial engineers, and business management personnel. Also, in addition to the usual university departments providing continuing education workshops for administrators, other departments, such as labor relations, industrial relations, and business management, have held workshops. The expertise provided by these new areas is a needed and welcome addition to continuing education. With all these groups providing workshop opportunities, school administrators must assess their needs and, given the limited resources of time and money, carefully select from among them.

#### STUDY COUNCILS

The school district study council is often overlooked in appraisals of methods for providing continuing education for administrators. The activities take the form of action research, studies, workshops, publications, and consulting services, and are usually university-related. Study councils have not only survived but have recently increased in membership without much outside encouragement. They certainly deserve more attention from research to answer such questions as: How do they communicate to districts? Why do districts support them? and, In what areas are they most effective? Study councils probably also deserve more funding from the state and federal levels.

#### PUBLICATIONS

One of the least expensive ways of providing new knowledge is through publications. The number of books and journals that can provide excellent continuing education for administrators is overwhelming; no single administrator can possibly read them all. Some school districts separate reading areas, with each administrator doing his "homework" in one area and occasionally reporting to the entire group. While no comprehensive bibliography can be presented here, special mention should be made of AASA publications

and those of other administrator organizations.\* Such publications are the most likely source of material on practical applications. Individuals interested in research findings on organization and administration should look in the numerous journals devoted to that area. Of considerable help in surveying the literature in a particular area of education is the ERIC system.

#### OTHER DELIVERY SYSTEMS

In recent years AASA has redoubled its efforts in continuing education. Of particular note are its drive-in conferences, circuit rides, National Academy for School Executives, and travel seminars. Another program, which is in its infancy but deserves study and considerable expansion, is the exchange program between professors of educational administration and practicing school administrators. Finally, the USOE leadership training program under the Education Professions Development Act is a significant and important development.

#### SURVEY OF PRACTICES

Traditionally universities have been concerned about the continuing education of school administrators. In one sense this concern begins even during undergraduate teacher education, for school administrators in almost every state are required to hold a teaching certificate. Certainly after an individual holds his first quasi-administrative job and is actively seeking a formal administrative post he is engaged in continuing education in school administration.

In an effort to determine emergent practices in continuing education of administrators, we sent questionnaires to all UCEA-member institutions, some small colleges and universities not belonging to UCEA, and several private educational organizations.

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\*Special mention should also be made of a book devoted solely to continuing education, which, while directed toward the development of teacher inservice programs, could be of benefit to those interested in "how to do" administrator continuing education. See Ben M. Harris, Wailand Bessent, and Kenneth E. McIntyre, *In-Service Education: A Guide to Better Practice* (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1969).

The responses to this survey are summarized on the following pages.\* Of all the universities and organizations that responded, only those that appeared to be most innovative or exemplary are reported here.

Slightly more than one-half of all continuing education programs for school administrators offered by the responding institutions were given as "on campus" programs. Universities varied in this practice, however, with some offering as much as 75 percent of their continuing education "off campus" and others as little as 6 percent.

In most cases UCEA institutions were assisted by other university agencies in planning or in some other way used the help of these agencies in conducting their continuing education programs. These other agencies provided such help as supplying information on planning and counseling, assisting with preplanning, developing, and implementing programs and operations, reviewing and evaluating the workshops and seminars, and providing joint sponsorship responsibilities.

The institutions were asked to predict those subjects that would be in greatest demand for continuing education of school administrators during the next five years. The subjects most frequently listed include educational objective development, PPBS, accountability practices, decentralization, multiethnic program development, performance contracting, educational ecology, negotiations, and the utilization of data processing.

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\*Responses that were returned in time to be included in this report are from Arizona State University, Auburn University, Boston University, Claremont Graduate School, University of Colorado, University of Florida, University of Kentucky, University of Illinois, Michigan State University, University of Maryland, University of Minnesota, University of Missouri (Columbia), University of North Carolina, Northwestern University, New York University, Ohio State University, Ontario Institute for Studies in Education, University of Pennsylvania, University of Pittsburgh, University of Rochester, Southern Illinois University, State University of New York at Albany, University of Texas (Austin), University of Utah, University of Washington, University of Connecticut, American Association of School Administrators, and American Management Association.

The authors wish to thank the individuals responsible for filling out the questionnaires for each institution. Some took considerable time at the task demonstrating their commitment to the continuing education process. Other questionnaires were returned later but could not be included because of time.

In the responses to the questions "What innovative inservice\* programs for school administrators is your institution currently involved in developing or implementing?" and "What inservice programs for school administrators has your institution sponsored in the past year?" three trends emerged:

- The "single shot" workshop has been expanded into a series of workshops.
- Institutions that have had no internship program are now working more closely with local school districts on a continuing basis.
- Still other institutions are offering (and one is planning to offer) significant continuing education study, as part of resident programs, amounting to internship experience.

The continuing education practices reported varied greatly from institution to institution. The following is a brief summary of those practices, which fall into six broad classifications: workshops (including externships and summer institutes), case studies and self-instruction, university-school district relationships, federally funded leadership development programs, professional associations, and internships.

#### WORKSHOPS AND INSTITUTES

In their work with school trustees, the Ontario Institute for Studies in Education has expanded the single workshop concept to include a series of workshops developed and coordinated in a specific pattern to solve continuing education problems of school administrators. Areas covered include cooperative planning, negotiations, and selected topics such as the role of the chairman of the board. The institute indicated that only through directed concentration on many areas of specific continuing education problems can there be a significant impact and change in education. This trend toward concentrated efforts in many areas was reflected in the reported practices of numerous workshops covering specific topics.

New York University's Career Development Seminars for Principals consist of ten two-hour sessions, held in the fall, that aim to

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\*The term *inservice* was used in the questionnaire because we felt that for most respondents this term communicated the focus of the current programs better than *continuing education*.

provide practicing principals in Nassau and Suffolk counties with "a balanced blend of theory and practice and an opportunity to explore educational innovations." The variety of topics, planned with the help of the administrators themselves, range from "Alternatives to Formal Instruction" to "Performance Contracting."

In 1970-71 the University of Pennsylvania inaugurated a Staff Development Program for Secondary School Principals that consists of four meetings per school year covering the topics of education, youth culture, personnel evaluation, and politics of educational change. Topics are selected by the principals themselves. Occasionally superintendents are invited.

The University of Minnesota is sponsoring courses and workshops in three centers throughout the state. The workshops, consisting of four to six six-hour meetings, center on negotiations, individualizing instruction, and community analysis.

Michigan State University is continuing its thirteen-year-old Administrative Extern Program, open to any administrator in Michigan. Nine weekend meetings are planned as part of the program but are informal and voluntary. The purpose of the meetings is "to help the practicing administrator in problem areas such as decision making, communications, human relations and putting theory into practice" (Vescolani and Featherstone 1969). Participants are divided into small interest groups according to their areas of specialty: elementary, secondary, counseling, special education, superintendency, and second extern persons. In these small groups, administrators discuss immediate problems. Originally limited to two years of participation, this externship program may be expanded to include a third year in which "Management Teams" work together to solve problems of varying administrative specialties from a multidisciplinary point of view. Participants report that "the sharing of experiences and problems, the practical nature of the problems discussed and of solutions proposed, and the informality of the situations and provisions for free exchange, were the highest ranked values of the general experiences of the extern program" (Vescolani and Featherstone 1969).

After extensive planning with other institutions of higher learning and a statewide survey of school districts, the University of Connecticut is developing a statewide Extern Program to supplement their regular on-campus degree programs and workshops. The program will address itself to the professional needs and

personal preferences (for example, credit or noncredit, one or two meetings a month) of 277 school administrators across the state.

The Pennsylvania State Department of Public Instruction has developed a local change program. The purposes of the program are to "(1) develop a background knowledge in educational system models and specific planning techniques; (2) develop skill concepts related to educational systems approach to decision-making; (3) engage in actual experience in inter-personal and inter-group relations and techniques; and (4) design an on-the-job planning experience which each participant will conduct."

Northwestern University, Boston University, the University of Missouri (Columbia), Ohio State University, and the University of Pittsburgh are all operating summer workshops.

Northwestern's Workshop for School Administrators, which runs two hours per day for three weeks, has concentrated for the last two years on the crucial area of collective negotiations. The workshop seeks "to develop some useful insights into the background, strategies, and dynamics of the administrator's role in teacher-board negotiations." Participants have the opportunity to engage in simulated negotiations, role-playing, and dialogue with colleagues. One unit of credit is given for the workshop, which draws on case law, statutes, scholarly articles, case studies, and relevant experiences of the workshop participants.

After reviewing needs studies on national, regional, and local levels, Boston University ran a three-week workshop for school executives in the summer of 1971. The areas chosen as being of continuing importance were: Emerging Components of Organizational Management, Individualizing Education, and Accountability in Elementary and Secondary Education. Workshops were designed "to provide for executives a body of knowledge, courses for action, current research, sample procedures, guidelines and documents useful in dealing with the identified issues within his own organization." Participants were invited to commit themselves for one, two, or three weeks and could audit or earn one, two, or three credits. Outstanding educators and information packages were used for instruction in each weekly session, which consisted of five two-and-one-half hour sessions.

The University of Missouri (Columbia) began a series of summer institutes in 1970 to provide updating for those administrators who could not be in school for a full summer term. The ten

institutes, scheduled in groups of three, were conducted four hours per day for four days. Topics were pragmatic and theoretical and included general and specific problems ranging from student activism and systems analysis to individualized instruction and the analysis and correction of reading disabilities.

As an outgrowth of research efforts at Ohio State University, a summer institute has been proposed that will focus on the changing nature of school-community relationships in urban settings and will emphasize the development of professional skills and attitudes called for in relating to citizens and in developing community support. Workshop concepts will include conflict, confrontation, accountability, representativeness, negotiations, paternalism, cooptation, and control. "Participants will be encouraged to develop strategies for improving school-community relationships that they can effect in their school systems." Workshop participants will be selected by inviting several Ohio city school systems to designate local five-man teams including central-office personnel, teachers, principals, and school-community workers at the building level. The workshop will be staffed by university personnel, community organization and agency representatives, and selected personnel from school systems.

The University of Pittsburgh's Tri-State Area Study Council sponsors six two-hour lectures on selected educational issues.

In the summer of 1972, the Pennsylvania School Study Council will conduct its fiftieth School Administrator Conference. For the past half-century the council, now serving almost one hundred districts in Pennsylvania, has served the needs of local school districts (largely in the area of school administration) with the assistance of the Pennsylvania State University where the council is housed. Through the years the workshop, only one of many continuing education activities conducted by the council, has attempted to reflect current problems and knowledge in school administration. The 1972 conference will discuss the administrator's role in providing for culturally different children.

#### CASE STUDIES AND SELF-INSTRUCTION

The University of Utah, the University of Texas at Austin, and the University of Minnesota reported implementation of "new techniques" in administrator continuing education. In addition to

other case material, the University of Utah is now using the new UCEA simulation package to provide the basis of a leadership training program. The University of Texas is working on the development of the laboratory approach and the use of behavioral objectives in their training of school administrators. The University of Minnesota is relying heavily on self-instruction methods in continuing education.

The Center for the Advanced Study of Educational Administration (CASEA), located at the University of Oregon, reports in its Fall 1971 newsletter a new training program under the title "CASEA Tackles Administrative Problems With Kits." Four "instructional packages designed to tackle some of the most compelling issues in educational administration—planning, group problem-solving, communications and multi-unit staffing" are briefly described. Only one package appears completed. The purpose of the packages is to allow dispersed groups of administrators operating separately from CASEA personnel to learn "new problem-solving techniques." This, then, is apparently a method of self-instruction in continuing education.

#### UNIVERSITY-SCHOOL DISTRICT RELATIONSHIPS

Some institutions are trying to meet the need for closer cooperation with local districts.\* Arizona State University is attempting to develop "on-site" courses and workshops for administrators in inner-city schools. A practicing administrator is employed quarter-time to ascertain the needs of the administrators so that continuing education experiences can be better adapted for inner-city problems.

Wayne State University is also working with inner-city administrators so that continuing education experiences can be better adapted for their inner-city problems. In one area of Detroit served by the university, as many as ten professors donate varying amounts of time to participate in meetings with administrators and the board of education. A few professors in this area are also working on the Citizens' Council. Through a Training of Teacher

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\*The new federal trend toward Educational Renewal Sites may well develop into a major effort at continuing education for school administrators. All six city-university programs mentioned in this section are attempts to move toward the Educational Renewal concept.

Trainers funded program in another area of Detroit served by the university, professors advise a group of superintendents and principals while participating in administrators' workshops. One reason for these programs is to provide up-to-date "understanding of inner-city school problems and the eventual development of inservice and pre-service programs for administrators."

Wayne State's Department of Educational Administration is planning to cooperate with the Macomb County District Administrators in a program leading to the Ed.D. degree. The program will emphasize on-the-job experiences to a much greater degree than does the present program. This is not an internship program as such but might lead to an internship as one of the components of the degree.

#### LEADERSHIP DEVELOPMENT PROGRAMS

Six projects are presently funded by USOE under the Education Professions Development Act. The universities participating in this program are Harvard University, Pennsylvania State University, University of Chicago, University of California at Los Angeles, University of Florida, and University of Michigan. The program specifically focuses on the development of leadership—largely, though not totally—for urban school administrators. In five of these projects universities receive and administer funds. In the other case, the funds are given to a school district, which contracts with universities and other agencies for help and continuing education support.

The concept of Educational Renewal Sites should certainly expand this activity of upgrading leadership skills of educational administrators through continuing education activities. Unfortunately, there is little enthusiasm in USOE to invest in leadership training. The present concept seems to be to upgrade teachers and thus to provide a large cadre of master teachers. Such a strategy ignores the possibility that teachers know how to teach better than present teaching practice would indicate. If this is true (and we believe there is considerable data to support it), then the leadership function is essential to eliminate the constraints presently prohibiting teachers from performing as well as they otherwise could. The "city-university" projects are attacking this problem. Hopefully some continuing education models for leadership training

will emerge and the federal office involved will recognize the need to continue and expand such activity.

#### PROFESSIONAL ASSOCIATIONS

The American Management Association has developed a four-phase training seminar concerned with the improvement of school management behavior. The four phases, each lasting from five to fourteen days, address specific district problems and constraints:

Phase I—management fundamentals for the chief administrator and his immediate staff

Phase II—needs analysis for districts during which the chief administrator and his line officers analyze district problems and outline tentative approaches to solutions

Phase III—problem analysis repeated for middle management staff

Phase IV—multimedia training for middle management staff

The American Association of School Administrators holds more than forty different workshops and seminars each year throughout the country on such topics as PPBS, collective negotiations, integration, and school-community relations. A number of instructional approaches, including discussion and multimedia presentations, are used. The staffs for these programs include practicing administrators, individuals from higher education, and individuals from business and industry.

In addition, AASA is developing an extended seminar in which administrators who wish to improve their capabilities can select a number of alternative experiences similar to an internship. These experiences will include such activities as spending a day with the governor of their state, spending a week at the local welfare office, and living on \$2.00 a day for two weeks in the ghetto. After completing these experiences, the administrators will return to the AASA seminar base and discuss the implications of their experiences. Future AASA plans include a "Think Tank" approach to developing position papers on the most critical problems in school administration.

#### INTERNSHIPS

A few school districts, with the aid of federal or foundation funds, have begun, or are beginning, full-year leadership

development programs for training interns. We recognize, of course, that some universities, without outside support, are operating internship programs in relationship with local school districts for the continuing education of school administrators.

Recognizing that the demand for capable school district leadership is clearly ahead of the supply, the Dallas Independent School District is working on a proposed administrative intern program that will emphasize a simulated on-the-job situation. Applicants will be carefully screened for an initial four-hour-per-week phase that will focus on curriculum and instruction, simulating on-the-job situations as closely as possible. The most promising candidates from phase one will be selected for a summer internship consisting of assignment to one or more summer schools. Strong orientation and extensive community relations work with local staff is planned for phase two, to select candidates for a three-week intensive study of the principalship. Finally, selected candidates would work one year as administrative interns, spending three months in each of four areas: elementary school, community service, secondary school, and central office. The program would culminate in appointment to position.

In response to a need for entry-level and middle management administrators in Duval County (Jacksonville), the University of Florida at Gainesville began an EPDA-funded preparation program for school administrators featuring "an interdisciplinary approach and a reality-oriented experience in an urban school district." The program leads to either an M.A. or a Ph.D. degree from the University of Florida. The specific short-term goals of the program are as follows:

- prepare approximately twenty-seven employees of the local education agency (LEA) to assume entry-level administrative positions, particularly for the target area
- prepare a limited number of persons to assume leadership within the LEA and other urban school districts
- identify the specific parameters of the administrative problems within one of the target areas of the LEA and conduct inservice activities for the leadership personnel involved in relation to problems identified

There are three long-term goals:

- further develop a preparation program model that gives participants the competencies needed to administer urban schools
- extend the linkages between institutions of higher education and local educational agencies to the benefit of both (develop new

patterns of mutual assistance)

- develop a generalizable continuing education model for intervention in target areas such as described above

With the support of the Ford Foundation, Ohio State University has recently begun The Urban Educational Leadership Program "to assist high potential educators acquire the skills and understandings needed to function successfully in the urban environment." Three programs are offered: (1) Pre-Service Principalship training, a five-quarter experience culminating in the M.A. degree and placement as an urban school principal; (2) Mid-Career Sabbaticals for practicing administrators, ranging from a one-quarter to a two-year Ph.D. program; and (3) Leadership Team Development, involving teams of three or four persons to work for up to one academic quarter at either the building or district level.

Ohio State is also the locus of the National Program for Educational Leadership (NPEL). This program aims to "identify, recruit, and prepare able men and women for leadership positions in education, particularly urban school systems." The program "features individual programming, fashioned around the particular needs of each student" with "opportunities to participate in internships, clinical services, counsel, observation, skill-training—whatever is thought to be critical." The nature and length of the proposed programs will vary, but none will be longer than two years.

The Pennsylvania State University, with the assistance of federal funds, has developed a doctoral program specifically intended to educate practicing administrators to serve in two particular situations (inner-city schools in Philadelphia and Native American schools). The residency part of the program is tailored to the particular experiences of each fellow and to the specific problems he has been selected to solve upon his reentry in the school system. The program strongly emphasizes three types of experiences: seminar activities involving national consultants, field trips to state and federal agencies and professional associations, and development of a dissertation directly related to the local problem to be attacked upon reentry. The first two terms following reentry are devoted to an internship-independent study segment jointly supervised by school district and university personnel.

As part of a long-range project to train junior college administrators, Auburn University in 1969 began a three-year program to

involve practicing administrators in an eight-state area: Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, Tennessee, and Virginia. The program has three purposes:

- improve each participant's competency in his own specialty
- increase each participant's awareness of the role of his specialty in the scheme of the junior college and the relationship of this specialty to the other specialties and the total enterprise
- create an appreciation for the expanding role of the junior college and its potential for providing a wide range of educational experiences

In the first year, one hundred practicing administrators participated in a series of seven three-day workshops, and twenty other administrators served four quarters of advanced resident study. Prior to the resident program, applicants were tested, counseled, and introduced to the use of simulation, role playing, in-basket techniques, and case studies—procedures with which most were unfamiliar. During the residency, participants took a full course load, including a practicum course of a simulated junior college problem that proceeded from total organization of a new college to the handling of weekly problems. In the fall, participants visited junior colleges to study innovative methods and in the spring engaged in actual problem-solving at one junior college.

During the second year of the project, the continuing education segment was conducted during a two-week workshop at the Auburn campus.

The third year concentrated on improvement of instruction. In the first part of this phase, during the summer of 1971, thirty-six administrators from eighteen community colleges attended an eight-week institute. During the regular school year, the Auburn faculty has been conducting monthly workshops in the participating institution. More than three hundred educators are involved.

#### CONCLUSION

The programs described above were reported by institutions responding to our request to know about present "innovative in-service programs." Some respondents themselves questioned whether these programs were really *innovative*. We applaud their insight into the problem. In our view, most of these programs are at best creative rearrangements of ideas ten or more years old. Workshops, internships, case studies, UCEA simulation materials,

correspondence materials, and so forth, are not new or innovative. Programs are still oriented largely toward generalized problems rather than specific local district problems. Most programs attempt to attract administrators from many districts by generalizing the problem while making some attempt to allow individual participants in some way to explore solutions to their specific problems.

Universities are not totally at fault here. Local school districts are reluctant or unable to provide the data necessary for continuing education programs to be focused in an operational way on modifying behavior to solve specific local district problems. In some continuing education programs in which universities cooperate with local districts, the universities have for more than a year attempted to get the districts to do needs assessment studies and to identify problems and the personnel needs and skills necessary to solve them so that the universities can focus their training programs on these problems. The school districts have been unable to do this. Perhaps lack of funds, union agreements, and political climate in the districts are factors in this dilemma.

In any case, our attempt to identify a large number of innovative continuing education practices in operation has, in our view, failed. Although some institutions and organizations are trying to begin something new, our survey showed that the elements suggested in this monograph as constituting truly innovative programs are absent in most present practices. If one is looking for a single program to serve as a model for the creation of innovative programs for the continuing education of school administrators, little of value can be learned by reviewing present practices. It may be that reviewing present practices is even detrimental to the establishment of such a model. We are led to such a conclusion as we view the present practices noted above.

It seems that most program designers, looking at the past, built their present programs by rearranging in some new or creative way the best practices of ten to thirty years ago. There is no way to rearrange the horse and the wagon in order to solve present mass transportation problems. It may be that there is no way to rearrange old continuing education practices to serve the pressing needs of today's education, particularly urban education. The airplane was not invented by reviewing the best built buggies in use.

## A Proposed Comprehensive Process

Continuing education of school administrators has occasionally been viewed by school districts as perfunctory. In individual districts the continuing education process has generally been spasmodic, separated from the school planning process, and initiated only in response to crisis situations. In many instances, state and federal requests and regulations have forced district administrators to institute continuing education programs to obtain specific skills. These conditions emphasize a dearth of continuing education programs that are continuous, based on assessed needs of the district, and accepted as an integral part of districtwide educational planning.

Current methods for developing continuing education programs for administrators may be characterized as "planned." But we do not view it as the type of planning that provides for an effective solution to problems and the efficient district use of resources. The philosophy of solving the problems as they arise seems to be as pervasive as ever.

Mastering the required skills as problems arise would appear to be easy enough, assuming there is sufficient motivation; books, workshops, and seminars are available for obtaining new skills. Given present conditions, however, only a small percentage of administrators have access to such training or are motivated to acquire real competence in these new skills. An administrator may feel the need for new skills but perceive that ongoing district crises limit his choices. Or he may view new skills as nice to know, but low among his priorities.

It is clear that the changing needs in educational administration demand change in continuing education. Federal program requirements for complex planning techniques in areas such as performance objectives writing and PERT require more than improvised skills. The appropriate skills, generally lacking in administrators' preservice education of ten years ago, are ideal topics for current continuing education programs.

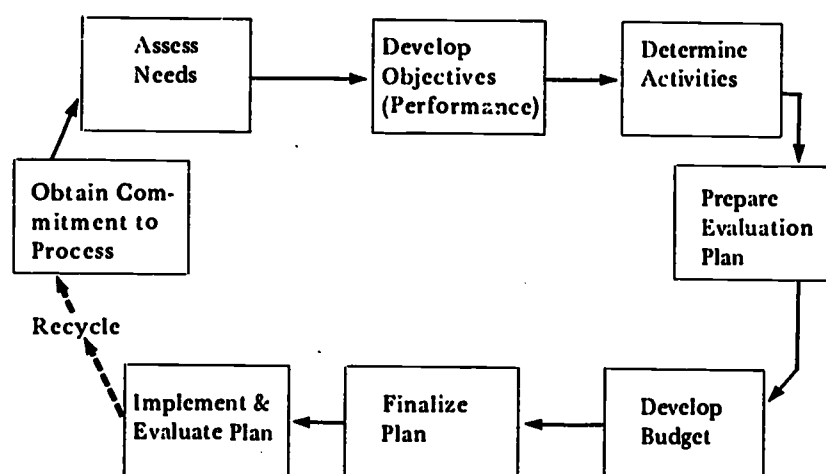
#### THE PROCESS DESCRIBED

Planning, implementation, and evaluation of continuing education should be done with the assistance of outside consultants who are specialists in the fields selected. Because of the costs of these private and university consultants, and because administrators' time, special materials, and travel are also costly, continuing education planning demands careful assessment of needs. To be effective, a continuing education plan should be thought of as a comprehensive, cyclical process that considers both long- and short-range needs of a district. It must have the acceptance and support of the administrators and local boards. It must include the assessed needs of districts, the objectives generated by these needs, a systematic planning design that serves as the vehicle for accomplishing the objectives, and methods for evaluation. What we are proposing is a comprehensive continuing educational process that considers these steps sequentially and has broad application to school districts. Such a process is suggested in figure 1.

Developing and integrating the activities that comprise this process will cost more than the present continuing education programs in most school districts. The new process, however, can make the problems of the future easier to cope with, give both teachers and the community greater confidence in the school administration,

FIGURE 1

COMPREHENSIVE PROCESS FOR CONTINUING EDUCATION



and provide an effective means of projecting school district resources. The process should be thought of as sequential, though activities might overlap at various times. The activities of the continuing education process are plotted into an activity network in figure 2. Some of the activities are described below.

*Obtain commitment to continuing education.* The initial step in a continuing education program is to obtain a commitment to the process among school administrators and boards of education. This commitment recognizes the need for continuing education as a key element in district development and provides for time and resources.

*Assess needs.* Conditions in the schools of the district—as identified by teachers, citizens groups, parent-teacher organizations, advisory committees, and students—serve as a basis for determining district needs. In addition, questionnaires and surveys might be sent to a sample of a district's population to determine real and perceived needs of the district. These two joint inquiries provide a focus for short- and long-range continuing education of administrators.

As district needs become evident, administrators determine their personal competencies to meet these needs. District constraints,

including reactions of teachers and community groups to extensive continuing education, are considered. To gain support, an announcement of the education process and its benefits is made to the district through the media of school-community groups.

*Develop objectives.* A list of priorities for continuing education is prepared, beginning with crisis needs and followed by long-range district needs, based on their frequency and severity. Once this list is prepared, administrators can use these immediate and long-range needs in developing performance objectives (Ferrante 1970).<sup>\*</sup> Initial projections of required resources are made and presented to the school board after objectives have been developed and costs projected.

*Determine activities.* Activities to meet crisis needs and objectives are usually considered first in planning an integrated continuing education program. Long-range activities are given secondary consideration. Alternative activities to meet present needs and activities for future goals are also considered before completing the continuing education activity plan.

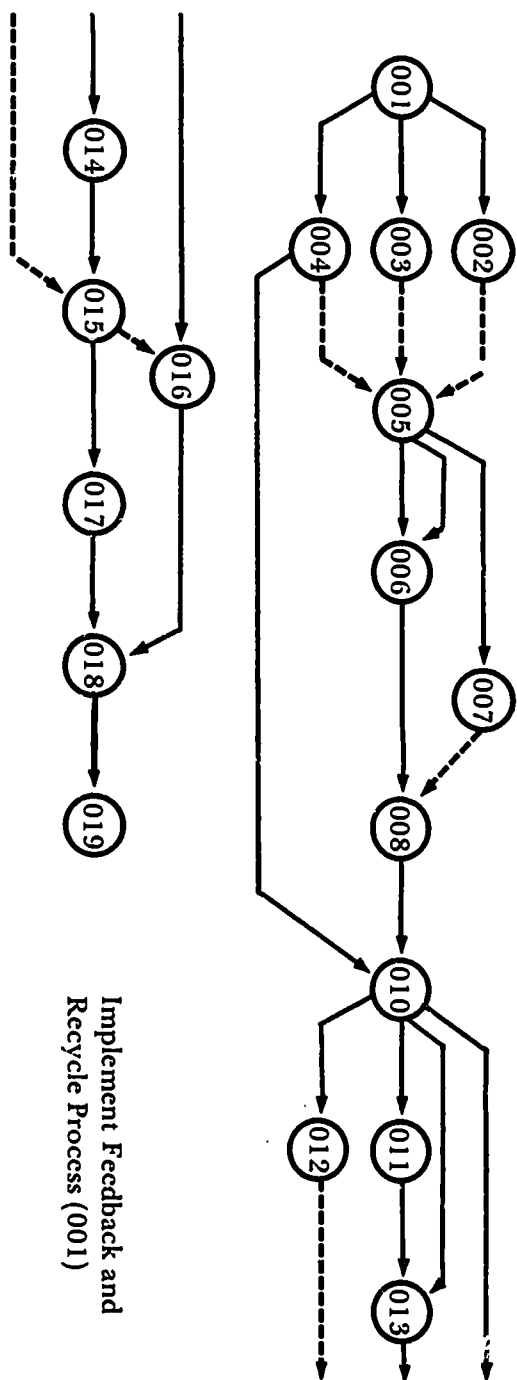
*Prepare evaluation plan.* Objectives for the continuing education process are written in performance terms with minimum specifications for each activity. Product evaluation is considered as one phase of an evaluation plan, along with procedures and personnel required for continuous evaluation. Procedures for evaluation using outside consultants in addition to district personnel are also considered before the continuing education plan is implemented.

*Develop budget and finalize plan.* Initial financial projections are refined and the entire continuing education process budgeted. Activities based on performance objectives are budgeted and presented to the board of education for approval. The plan is then finalized and integrated into the district's calendar of events.

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<sup>\*</sup>*Performance objectives*, also commonly referred to as behavioral or measurable objectives, identify the expected results of the activities of a program taking place under certain conditions and with a definite purpose in mind. Performance objectives may also be defined as precise statements of educational objectives in a language that specifies expected responses, performance, and measurable outcomes.

FIGURE 2  
ACTIVITY NETWORK FOR COMPREHENSIVE CONTINUING  
EDUCATION PROCESS



Implement Feedback and  
Recycle Process (001)

**DESCRIPTION OF CONTINUING EDUCATION  
PROCESS ACTIVITIES IN FIGURE 2**

<i>Activity/Event Number</i>	<i>Activities</i>
001	Obtain commitment to the process of continuing education
001-002	Determine district conditions and assumed needs
001-003	Determine administrator skills to handle conditions and needs
001-004	Determine constraints
005-007	Announce concept of continuing education process to district
005-006	Evaluate district crisis needs
005-006	Evaluate long-range district needs
006-008	Develop performance objectives
008-010	Determine priorities
004-010	Project initial budget requirements
010-011	Prepare activities plan (crises and long-range goals)
010-012	Determine activities (future goals)
010-013	Determine alternative activities (present goals)
010-016	Prepare plan to evaluate continuing education
013-014	Estimate costs of program
014-015	Secure activities and cost approval (from board)
015-017	Finalize plan
017-018	Integrate plan with district schedule
016-018	Finalize evaluation procedures
018-019	Implement program
019	Implement feedback and recycle process

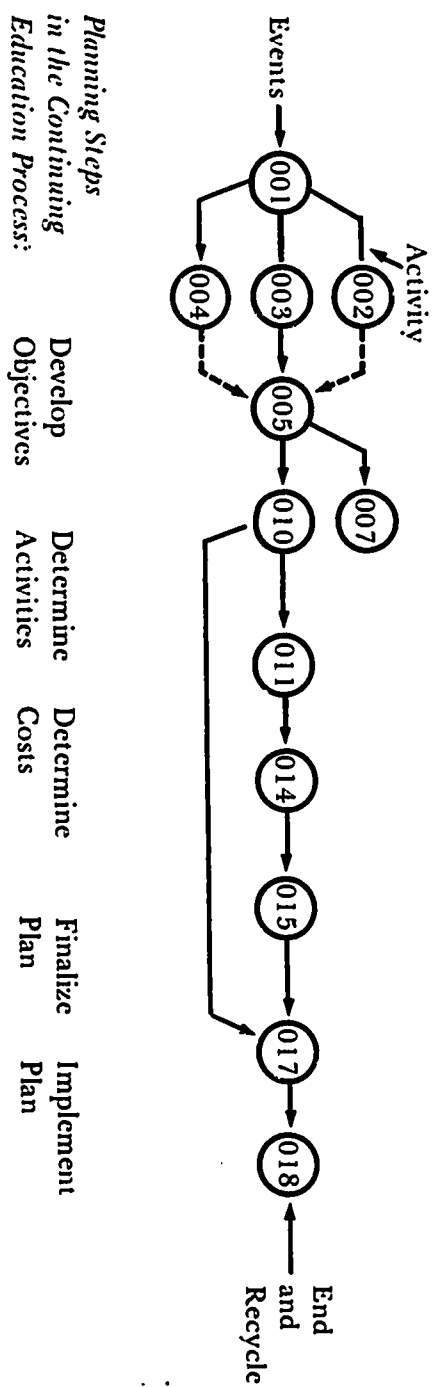
### THE PROCESS ILLUSTRATED

To show how the comprehensive continuing education process can be used for one aspect of a total continuing education program, we have developed an example of a district workshop on drug abuse. The example presents a specific application that has broader use in development of continuing education for both short- and long-range topics.

The basic activities of the comprehensive process shown in figure 2 have immediate application to the drug abuse workshop; their sequence and interrelationships are diagrammed in figure 3. Although several activities occur at the same time, the general pattern is sequential. The activity numbers in the left-hand columns of figure 3 refer to event numbers listed on the activity network. Missing from the example is the initial commitment to and evaluation of the workshop. The assumption here is that there has been district approval of the larger continuing education program, of which the drug abuse workshop is a part. Evaluation of the workshop will not be determined until the administrator is faced with conditions of drug abuse. At that time, the skills he learned during the workshop will be implemented.

ACTIVITY NETWORK APPLYING THE COMPREHENSIVE CONTINUING  
EDUCATION PROCESS TO A DRUG ABUSE PROBLEM

FIGURE 3



### DESCRIPTION OF ACTIVITIES IN FIGURE 3

<i>Activity Numbers</i>	<i>Activities</i>
001-002	Determine the extent of drug abuse in schools
001-003	Discuss problem and needs with administrative staff; determine current knowledge and programs external to school to handle needs
001-004	Determine needs for coordination
003-005	Determine, with consultant's assistance, what community problems could develop through initiating a drug abuse program for administrators, probable costs, administrator time required, and so forth
005-007	Announce drug abuse program idea for administrators to school staff and parents
005-010	Develop objectives in performance terms for administrators for the drug abuse program
010-011	Decide what activities need to be included in the program and plan activity sequence
011-014	Determine costs for program
014-015	Secure activities and cost approval (from board)
015-017	Integrate plan with district schedule
010-017	Develop procedures to evaluate effectiveness of program
017-018	Implement workshop on drug abuse

## Prospects and Conclusions

Continuing education for school administrators is an art, not a science. The pressures of faddism often result in workshops and superficial adoptions for the sake of being able to say, "Yes, we have that or do this." The crisis-centered focus of many continuing education programs serves only to support this faddism. Perhaps this problem can be solved as professors and practitioners of educational administration communicate more frequently and effectively. Other problems will have to await research that is all too slow in coming.

### NEEDED RESEARCH

Problems related to continuing education can be categorized as knowledge problems, delivery problems, and dissemination and adoption problems. Knowledge problems concern such topics as educational finance, politics, organizations, communications, and negotiations. In table 1 we listed representative knowledge problems, for they are the problems most commonly investigated in

research and are not specifically the problem of continuing education in school administration.

If new knowledge regarding administration and organizations is to be applied without a ten- to twenty-year lag, it must be packaged so that today's practicing administrators are not only aware of it, but adopt it. To accomplish this, improved continuing education delivery systems and adoption procedures are required. The following questions are among those needing investigation if continuing education is to accomplish the task it is assigned.

1. What types of delivery systems are required to attract practitioners, and under what conditions?
2. What types of delivery systems are most effective in teaching what kinds of administrative skills, and under what conditions?
3. How does the cost of the delivery system affect its drawing power or likelihood of implementation?
4. What variables affect the likelihood of adoption?
  - length of time of program
  - frequency of participant involvement
  - type of involvement
  - cost of implementation
  - individual versus team participation
  - professorial-practitioner mix

#### THE RESEARCH VERSUS PRACTICE DILEMMA

Some problems concerned with acceptance and adoption of continuing education for administrators have been suggested in the earlier section on needed research. Perhaps the two greatest problems involve (1) the social-psychological differences between the usual disseminators and the recipients of administrative continuing education professors and practitioners and (2) the resulting "sea of indifference" between research and practice. Of course, these problems are not independent, nor are they as totally unsolvable as usually imagined.

To begin with, some of the differences between the professor and the practitioner are functional. Their duties are not congruent, nor are their skills. Although there are some exceptions, certainly not all professors (not even professors of educational administra-

tion) could function effectively without retraining as "on the line" administrators. Neither could all practicing school administrators, without retraining, function as professors. Their jobs are considerably different. Because they differ, however, each is, or should be, an effective prod to the other—one asking why better and more operational solutions are not faster in coming, the other responding that many generalizations are available and only await the specific application. A burr under the saddle is uncomfortable, but it gets some action from the horse.

If the conflict between professor and practitioner becomes too great, if the "sea of indifference" becomes too wide, not even the most adventurous Columbus will venture across it. However, recent events have narrowed the differences and hopefully will continue to do so. For the last fifteen to twenty years practicing administrators have been given larger doses of the behavioral sciences and theories undergirding administration and organization. They should now be better able to understand and put into operation the research done by the professors. Professors, on the other hand, have been spending more time in the field and with field-oriented problems. So perhaps we can look for greater cooperation in the future.

Practitioners and professors should continue to pursue separate goals, but they must be aware of the needs of the other. If research and service get under the same tent, one or the other gets pushed out. But they can live in adjoining tents, and though living separately, professors and practitioners might visit each other. If they are isolated from each other, research becomes sterile, practice stagnant, and continuing education meaningless.

#### UNDERSTANDING AND USING TECHNOLOGY

Once research has been translated into some type of technology, it can be used in operational situations. However, more often than not, the operational "device" gets wider publicity and public acceptance than the underlying research. Occasionally, because of pressures for change or more efficient management, technology is adopted somewhat blindly—without evaluation, and without determination of whether the particular conditions within a specific school district warrant the adoption or whether the type of adoption will produce desirable results. The widespread adoption of PPBS and long-range systematic planning is often an example of such blindness. Many school districts have only a new financial accounting

system to show for their efforts, which is, of course, not the purpose the developers of PPBS had in mind.

Clearly, patent medicines will do for education about what they have done for the health of the nation—at best some random improvement, most often a waste of money. To find out what is wrong with education, we are best advised to go to a good diagnostician. Can we treat the cause or must we settle for treating the symptoms while we live with the disease? Even the poorer of these choices is better than buying "Dr. Morgan's Elixir." A major problem in continuing education has been the "traveling road shows" selling medicines that are supposed to cure whatever problem a district may have. Hopefully, education has progressed beyond that. What is needed now is some consumer education.

Another problem of technology concerns private development in public education. The great influx of private industry into educational problem-solving followed the movement of massive federal dollars into that field. Although much of what private industry produces (both software and hardware) will be useful under certain conditions, the motive of the private sector is profit. Car manufacturers are not disposed to admonish the consumer to assess carefully whether or not he needs an automobile and, if he does, which one; rather they try to get him to buy the most expensive one he can possibly afford. The manufacturer-consumer relationship is not likely to differ in education.

#### NEED FOR SCHOOL DISTRICT SURVEYS AND STUDIES

A necessary aspect of the continuing education process is the survey or school district study, as it may be differentiated from research. Such studies should be the backbone of administrator continuing education. Before a good continuing education program can be planned, let alone implemented, answers to the following operational questions must be obtained:

1. What is the functional operation of the organization?
2. Does it conform to the organizational chart?
3. If not, what changes are necessary?
4. What are the educational needs of the districts?
5. Does the organization as presently functioning or as planned serve these needs?

6. What skills are presently available among the professional staff?
7. Should other needed skills be purchased (consultants or new staff), or should continuing education be undertaken to obtain them?

Such questions suggest organization and staffing studies, community and needs assessment studies, and curriculum and plant studies.

Often such studies are undertaken too late and only after problems loom so large as to demand public attention. The result is all too likely to be either the demise of the superintendent or a glossing over of the problem. When there is public outcry for change, it is usually too late for the slow and incremental process of improvement through continuing education. If it is to be effective, continuing education must be planned and continuous.

#### COORDINATION OF PRESERVICE AND CONTINUING EDUCATION

Preservice and continuing education should not be thought of as separate programs. The major responsibility here must rest with universities responsible for all the preservice and most of the continuing education of school administrators. Preservice programs should stress the generalized skills applicable to many conditions and problems of an enduring nature. Designers of preservice programs should resist the temptation to instigate "how to do it" courses in areas where procedures and practices change rapidly and vary from district to district. Preservice students can be exposed to these practices through participation in minicourses, workshops, and conferences both before and after completion of their preservice work. The phenomenon of "having two years of graduate work wiped out" by a legislated change of financing, transportation, or school construction laws or regulations must be precluded. Having eliminated transitory skills from preservice education, universities must plan a pattern of continuing education that allows school administrators to develop and refine such skills.

#### NEED FOR SYSTEMATIC PLANNING

School districts must plan their administrative continuing education systematically and on a long-range basis, avoiding as much as possible the crisis program. The use of needs assessment,

performance objectives, and systems planning is described in the comprehensive process suggested in chapter 4.

The administration of education has become a complex social-political process. For several decades, at least, preservice programs have been in the process of being modified to cope with this process. Unfortunately, continuing education is still stumbling along, costing more and more in money and time, but lacking systematic planning by either universities or local school districts.

We do not have the data necessary to say with assurance that any one training program will produce better school administration. We sincerely believe, however, that the continued improvement of school administration is the best hope for improved schools. School administrators must convince school boards that more planning and resources should be invested in research and development activities, including continuing education for the district's administrative personnel. Basic to the solution of the critical problems facing education today is the development of planned, systematic, and continuous programs for the continuing education of school administrators.

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