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EDUCATIONAL ADMINISTRATION

THE SCHOOL OF HUMAN AND SOCIAL STUDIES

ATLANTIC INTERNATIONAL UNIVERSITY

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CHAPTER ONE

AN OVERVIEW OF EDUCATIONAL ADMINISTRATION

The central purpose of administration in general is the coordination of material and human resources towards the attainment of some pre-determined objective. Stated differently, it is essentially a way of working with people and materials to accomplish the purpose of an enterprise or the arts of mobilising the efforts of a number of people in an establishment towards the attainment of a common goal. Administration may also be defined as a guidance, leadership and control of the effort of a group of individuals towards the achievement of some common goal.

In the case of educational administration per se the emphasis is on bringing men and materials together for effective and functional teaching and learning in schools. Thus all administrative efforts in the context formal school education is geared towards the achievement of teaching and learning processes. Whether the educational administrator is dealing with members of the public, his line and staff officers, his students, the ministry or board of education, the governing council, parent/teachers association, and the like, all his efforts and activities are ultimately aimed at effective teaching and learning processes for the attainment of educational objectives of the society concerned.

Stated differently the main emphasis of educational administration is the achievement of the overall objective of formal school education. In general terms these objectives are concerned with the question of how best members of a given society can learn

what they must know and what they should do to survive and to contribute for the preservation and welfare of the group to which they belong. The general objective of education also involves the transmission of the accumulated knowledge, social values, ethics and norms of a people from generation to another and the overall improvement of the peoples national life . Thus the main business of education may be defined as the united concern of a people for the right upbringing in accordance with its cherished social and cultural heritage and values, hopes and expectations for the future.

The procedures adopted for the achievement of educational objectives and purposes vary from one society to another. But in spite of this , some of these generally accepted objectives of formal school education may be outlined as follows: Providing for security, ensuring conformity, providing stability, preparing for the hereafter, developing the potentialities of each individual and providing for the continuous improvement of the society concerned. Morphet et al (1964: 5-6) mentioned. ''Education in general has some accepted and applied processes – theories and practices through which the above objectives can be achieved.''

There are a number of generally accepted functions which educational administration performs in order to achieve the objectives of education through teaching and learning processes.

Such functions may be broadly outlined as follows :

i)   Discerning and influencing the development of educational goals and policies.

ii)   Stimulating and directing the development of programmes designed to achieve the pre-determined educational goals and policies.

iii)   Establishing, organising and coordinating the activities aimed at planning and implementing the educational programmes

iv)   Procuring and managing the human and material resources necessary for the support and maintenance of the organisations and its programmes.

A close examination of the administrative functions as outlined above reveals that in the main educational administration has to do with more than just what goes on in the

class room as indicated earlier. For instance, for the administrator to be able to discern and influence educational goals and policies, he must be in constant touch with the ministry or board of education., the community served by the institution and the entire school system of which he is a part.

Again to stimulate and direct the development of educational programmes, the administrator has to enlist the support and cooperation of different individuals and agencies both within and outside the main stream of the school system.

To establish an effective and productive organisation the educational administrator must first select the right personnel and also coordinate and supervise their activities towards the attainment of the objective of the institution.

Finally for the administrator to get all the resources he requires for the job, he must get approval from the appropriate state or national agencies, board of governors and so on as may be applicable. Campbell et al (1975:200-1) mentioned ' In all these varied areas of operation, the end purpose of everything the educational administrator does is aimed at effective and functional learning processes '.

CHAPTER TWO

THE ADMINISTRATIVE PROCESS

The main functions of administration are carried out through a number of interdependent activities which are collectively referred to as the administrative, had its origin in business and public administration.

It was first propounded by Henri Fayol (1916) in what he described ''as the elements of management" which he gave as planning, organizing, commanding and controlling. He designated the five activities together as the administrative function. As will be shown presently, later authorities have added a few more components, and all of them together are referred to as the administrative process. According to Campbell and his co-authors (1975:189) Administrative process may be defined as "the way by which an organisation makes decisions and takes action to achieve its goal"

The different components of administrative process may be outlined and defined as follows.

(i)   PLANNING

Newman, (1963;136)   defined planning as "the process of determining in advance, what is to be done including clarification of goals, establishment of policies, mapping out of programmes and campaigns and defining specific methods of procedures and fixing day-to-day schedules . Campbell, et al (1975:pp. 184) also defined planning as "working out in broad outline the things that need to be done and the methods of doing them to accomplish the purpose set for the enterprise .But in his "Elements of Management", Fayol described planning as "the activity involved in foretelling the future and preparing for it".

To him, the most important instrument of planning was "the plan of operations" which normally should contain the object in view, the course of actions to be followed, the various stages on the way and the means to be used. The essential qualities of a good "plan of operations include: unit, continuity, flexibility and precision. Planning in education cannot be completely discussed in greater details in this assignment write-up..

(ii)   ORGANIZING.

In his "Elements of Management", Fayol recognized that organizing involved both human and material resources. All the same, he was more concerned with the human elements. To him the most important instrument was the organisation chart which should include: "the whole of the staff, the constitution and limits of each

department, the man occupying each position, the man whom an employee must obey and the subordinates whom he commands. However, a more global view of organizing is that it is "the establishment of formal structure of authority through which work sub-divisions are arranged, defined and co-ordinated for the defined objectives" Organizing may also be said to be principally concerned with the division of work into administrative units and the allocation of duties, authority and responsibility to all concerned, and the definition of the relationships among the executives and workers in all the units of the establishment .

(iii)   COMMANDING OR DIRECTING

Fayol saw commanding as involving more than the enforcement of obedience. It is concerned more with getting the best out of very employee in the overall interest of the enterprise as a whole. To achieve this, the manager or the chief executive should have thorough and intimate knowledge of the personnel in the establishment be able to identify and eliminate the incompetent, avoid pre-occupation with minor details be a good example to all the employees, foster esprit de corps initiative and loyalty among al the staff. Commanding may also be seen as giving instruction to ensure that the decision and policies of the establishment are effectively and efficiently carried out. This is one of the principal functions of the manager or the chief executive as the leader of the enterprise.

(iv)   CO-ORDINATING

This is principally concerned with harmonizing and unifying all the operations of an establishment. To achieve this, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department,, there must be an up-to-date programme of work for each department, and definite instruction as to how the various units are to combine and unify their efforts and activities. To ensure a well co-ordinated establishment the heads of department must meet regularly to discuss their individual activities and how they relate to those of the other sub-units and overall objectives of the enterprise. Briefly stated therefore, co-ordinating refers to the function of interrelating the functions and activities of the different sub-units that make up the establishment. It is therefore the unification of all efforts and activities to ensure that all are directed towards the achievement of the objectives of the enterprise. Co-ordinating may also be defined as the unification of effort and the ensuring that all activities of a business are in pursuance of the same policies.

(v)   CONTROLLING

In his analysis, Fayol used controlling to mean the appraisal and examination of results. In the process, weaknesses and errors are uncovered and steps are taken to prevent their recurrence. He clearly described the relationship between control on one hand, and planning, organizing, commanding and co-ordinating.

In the final analysis therefore, controlling is concerned with seeing that the operating result conform as nearly a possible to the pre-determined goals and objectives of the establishment, setting up of standards and undertaking of the necessary corrective measures where performance deviates from the plan and the expected result. Controlling in this context encompasses evaluation.

Since the time of Fayol, management experts and authorities have further emphasized two other aspects of the elements of management or administrative process. They are communication and motivation. The two of them are briefly examined as (vi) and (vii)

(vi)   COMMUNICATION

This is chiefly concerned with the circulation of information among all the people and units involved in an establishment. Communication is particularly important between management and there must be every organisation, it is absolutely essential that there must be well established channels of communication and

participation. In the words of Campbell and his co-authors (1975:178) stated that '' it is only through adequate communication that members of an organisation can constantly remain aware of the organizational goals, keep clearly in mind how their own work contributes to the goals, and make suggestions for the improvement of operational procedures in the organisation''.

Unless the channels are clearly well defined and effectively made use of there could be the danger of communication gap. When this happens the different unite of the organisation tend to operate in isolation and perhaps in conflict with the other components to the determent of the overall objectives of the establishment. Communication gap refers to lack of

Free flow of information and exchange of ideas on the activities of the sub-units that make up the whole.

Communication gap in an organisation may be caused by such barriers as the words used in the communication which may carry different emotional undertones to different people. The administrator as the communicator may also be responsible for the gap. The members of the organisation as the communicates may also be responsible for the gap. This happens particularly where the values of the communicates are different from those of the communicator. in educational administration in particular, communication gap may be caused by the hierarchical structure of the school the large amount of information to be transmitted the lack of

inter-departmental interaction and the cultural or back ground influences on the on the interpretation and the massages, directives or instructions transmitted. To avoid communication gap in a school situations it is essential to ensure that information, instruction and directives flow up, down and across. This implies communication from the workers to the management and vice versa, and among all levels of the establishment.

One of the basic functions of educational administration is the establishment of administrative organisation. The necessary steps in doing this must include :-

(a) A clear statement of the purposes of the school in operational terms.

(b) An agreement on the conceptual framework on which the organisation will be constructed.

(c) The listing of the functions of administration necessary for the achievement of the stated purposes.

(d) A study of the administrative structure to determine which functions are being performed by whom.

(e) The development of a conceptual framework consistent with the plan of the organization .

(f) Relating administrative function to specific administrative positions.

(g) Developing and assigning jobs to specific administrative positions.

(h) Relating the administrative positions and job descriptions to the incumbent administrators.

(i)   Setting up a time table for the implementation and the achievement of the objectives of the school .

To take all the above steps and implement them effectively, the principle of communication as an aspect of administrative process, must necessarily be recognized and vigorously pursued.

(vii)   **MOTIVATION**

Denyer (1969:4) defined as ''the driving force behind people's action''. In any giving establishment, the workers must be well motivated in order to put in their best. They need to be fairly satisfied with their condition of services, good prospects for up-ward mobility – advancement or promotion, high morale, a sense of importance, acceptance and belonging and so on. An establishment made up of disgruntled workers is certainly on its way to ruin or liquidation arising from low productivity. It is therefore an essential task for administration to ensure that at all time, the workers are well motivated, dedicated and committed to the achievement of the objectives of the establishment.

CHAPTER THREE

DECISION-MAKING

Another major area of educational administration is decision-making and this my be defined as a purposive act intended to achieve a desired outcome, and this too is necessarily envisaged by the decision maker. Also envisaged is the relationship between the action and the outcome. Decision making therefore is made up of conceptions which are later built into a series of mental pictures often referred to as 'action schema'. Huoghton et al, (1975:23). defined as "an active organisation of past reactions or of past experiences which must always be supposed to be operating in any well adapted organic response"

The schema that some one uses when faced with anew situation provides him with pre-conception and expectations. These in turn determine what features of the new situation register with him, and what interpretations he makes of the features. If what he perceives is incontrovertibly inconsistent with his schema and he cannot reject what he sees, he is then forced to modify the schema. By this process, the new experience and the old are fitted together to provide him with a new schema and this brings about an active and self-consistent organisation of old and new information.

In relation to 'action to schema" as outlined above, a decision may therefore be defined as "a deliberate act that generates commitment on the part of the decision-maker towards an envisaged course of action of some specificity, and is moreover an

act that is made in the light of, and is consistent with, some at lest, the elements of an action schema, the components of which are classifiable under the headings of action, outcome and action/ outcome relationship.

Some other definitions of decision-making include one by Frankel (1963:1)which states that "decision-making is an act of determining in one's own mind a course of action, following a more or less deliberate consideration of alternatives, and by decision is understood that which is thus determined. In his own contribution, Elliott Jacques (1966), defined. A decision as "a psychological event characterized by (1) the exercise of discretion, eg in selecting a course of action; (ii) prescribed non-discretionary limits, it being possible to exercise discretion only within these limits; (iii) a goal towards which the decision, maker is aiming; and (iv) committal, by which is meant that an external, observable event would result from a decision, a wrong decision causing waste or harm some form" Finally, to Etzioni (1968:249), "by decision mean a conscious choice between tow or more alternative

In the context of a school system however, decision-making is one of the major functions of educational administration. In this context too, it may simply be defined as a process by which decisions are made and implemented. The first major that it is a cycle of events which includes identification of a problem, its diagnosis, the development of a plan for its solution, the translation of the plan into action, and the evaluation of the plan after implementation. This assumption is often referred to as the view of decision-making as a dynamic process. Under this concept, one of its major characteristics is that in its implementation stage. The decision reached attempts to

solve the original problem and at the same time, creates some others. By this process, the result is incremental gains and progress .

The experience gained in solving earlier problem is not lost but contributes to the search for solutions to later problems. These facts suggest that the process of organizational development is dialectical –problems them tends to give rise to new problems, learning as occurred which influences how the new challenges are met.

This process of decision-making as outlined above consists of five sequential steps namely;

(i) recognition and definition of the problem

(ii) analysis of difficulties in the existing situation;

(iii) establishment of criteria for resolving difficulties;

(iv) development of a plain or tragedy for action; and

(v) initiating a plan of action.

The second major assumption is that administration is the performance of the decision-making process by an individual or group in an organizational context. The process itself is made up of a set of interdependent phases that may be isolated and abstractly described. This may be contrasted with administration which in itself, is the concrete performance of the process in a specific organizational set-up or context. Effective administration requires rational decision-making. Decision themselves are said to be rational when they are appropriate for accomplishing specific set of goals. For decision-making to be effective, the maker must engage in a large amount of preliminary work. This will include adequate amount of information on the issues

involved, differentiating between fact and opinion, and obtaining the view of other on the matter.

A rational decision-making has two phases, namely problem analysis and the actual decision. The former is usually aimed at identifying the cause of the difficulty, while the latter is an attempt to select a course of action which will eliminate the problem or reduce its negative effects. At the stage of problem analysis, the first stage is to describe precisely what the problem is and what it is not .

The second stage under problem analysis is to locate the cause of the problem. Once these two stages have been successfully accomplished, those responsible for decision-making on the matter, begin to concern themselves with the possible alternative courses of action. One major task of this stage of rational decision-making is to select the course of action which is most likely to yield favorable consequences with minimum of negative results.

Further details of decision-making in educational administration will be discussed later but cannot be complete with this little write-up.

CHAPTER FOUR

THE THEORY AND CONCEPT OF LEADERSHIP.

How well the task of educational administration is carried out depends to a large extent on the quality leadership which of the administrator to a brings to bear on the day to day performance of his duties. It is for this reason that the theory and concept of leadership are considered as part of the major components of administration in general. The term 'leadership' as a concept is very difficult to define. There are almost as many definitions as are researchers who have ever engaged in its study on the other hand; some of the more generally accepted definitions of leadership may be outlined as follows:

(a) Leadership is the process of influencing the activities of an organized group toward goal setting and goal achievement.

(b) Leadership in organisation involves the exercise of authority and the making of decision.

(c) The leader is the individual in the group given the task of directing and co-ordinating task-relevant group activities.

(d) Hoy and Miskel (,1978;176) mentioned '' Leadership is power based predominantly on personal characteristics, usually normative in nature. ''

In addition to the above and many other equally accepted definitions of leadership, distinctions are also made between elected and appointed leaders, formal and informal leaders.

Again, in their study of the nature and meaning of leadership, Katz and Kahn (1966 302), identified three major components of the concept. These are outlined as

(i) an attribute to an office or position (ii) a characteristic of a person, (iii) a category of actual behavior. In practical situation for instance, a headmaster occupied a leadership position, a principal occupies even a higher leadership position and a university vice- chancellor may be said to occupy the highest leadership position among the three. There are also some individuals in school organisation who are not in a formal position of authority and yet possess and wield some influence and power. On the other hand, there are individuals who occupy leadership positions but do not always use the power and influence attached to those positions.

Researchers in the study of leadership have also shown that there are people who exercise leadership in one position or situation but not in others. It is also essential to bear in mind that leadership implies follower ship as there can be no leader without followers. Thus, our analysis so far shows that there is no precise definition or concept of leadership. The term is rather an elusive one. Its meaning in any given context will depend not only on the position, behavior, and personal characteristic of the leader but also on the character of the situation.

On the qualities that make for effective leadership, many people still believe, as Aristotle did, that ''from the hour of their birth, some are marked out for subjection, others for rule. '' on the other hand, the search for personality traits that distinguish leaders from followers has been remarkably unsuccessful. A general review of the available literature on the topic seems to cast doubt on the existence of a 'set of traits'' characteristic of successful leaders. For insistence, in his review of 125 research studies of leadership, Mann (1959 241-270) showed that some traits tentatively isolated as crucial in one study were contradicted by the findings of other

studies on the same topic. This was illustrated by the fact that in some studies, effective leaders were said to be assertive and aggressive, in other, mild-mannered and restrained; in some , quick and decision and in other , reflective and diplomatic.

On the basis of the above conclusion and other both personality and situational factors are important determiners of leader effectiveness. it has also been shown that under one set of circumstances, one type of leader is effective, under another set of circumstances, a different type of leader is effective. It was in recognition of the situation factors and the personality traits that one may concluded that ''leadership does not, indeed cannot result merely from the individual traits of leaders; it must also involve the attributes of the transactions between those who lead and those who follow …Leadership is then, some sort of social transaction".

In relation to the actual exercise of leadership roles in any establishment, it may either be "system oriented" or "person oriented". In this connection, Stogdill and his associates, Hoy and Miskel (, 1978, 179) identified twelve dimensions and descriptions as shown in the table 1 below.

Table 1

Leadership Dimensions and Descriptions by Stogdill

System-Oriented	Person-Oriented
Production Emphasis –applies pressure to productive output	Tolerance of Freedom allows staff members scope for initiative, decision, and action
Initiation of structure-clearly defines own role and lets followers know what is expected	Tolerance of uncertainty is able to tolerate uncertainty and postponement without anxiety or upset
Representation –speaks and acts as the representative	Consideration –regards the comfort, well-being, status and contributions of followers
Role Assumption-activity exercises the leadership role rather than surrendering leadership to others	Demand Reconciliation reconciles conflicting demands and reduces disorder to system
Persuasion-uses persuasion and argument effectively; exhibits strong convictions	Predictive Accuracy exhibits foresight and ability to predict outcomes accurately
Superior Orientation-maintains cordial relationships with superiors, has influence with them , and strives for higher status	Integration-maintains a close-knit organisation and resolves inter-members conflict

Again in their synthesis of the theory and research on leadership, Bowers and Seahshors (1966:238-264) identified four basic dimensions which make up the basic structure of leadership. These include:

(a)   Support-Behaviour that enhances someone else's feeling of personal worth and importance.

(b)   Interaction facilitation – Behaviour that encourages members of the group to develop close mutually satisfying relationships.

(c)   Goal emphasis –Behaviour that stimulates an enthusiasm for meeting the group's goal of achieving excellent performance.

(d)   Work facilitation –Behaviour that helps to achieve goal attainment by such activities as scheduling, co-ordinating, planning, and by providing resources such as tools, materials and technical knowledge.

Briefly stated, the above may be considered as the essential theories, assumptions and practices of leadership as it applies to educational administration in particular and administration in general. As indicated earlier, the extent to which an administrator succeeds in the performance of his duties depends largely on the quality of the leadership he brings to bear on his job. It is for this reason that educational administrators in general occupy a cardinal position in any given school system, and why leadership itself is considered an essential aspect of administration.

CHAPTER FIVE

THE ADMINISTRATIVE STRUCTURE IN EDUCATION

In order to accomplish the tasks of educational administration as outlined above, there is need for a well defined administrative structure or the hierarchy – levels of authority from the lowest to the highest, or the chain of command.

The Oxford English Dictionary defines structure as the "manner in which a building or organism or other complete whole is constructed", or "the supporting framework of something". When applied to education, structure refers not to the size of the school system but to its form and the connections between its parts, and within individual institutions in the system. Thus, structure in the context of educational administration shows how responsibility for policy, support and management of education is distributed among the different bodies, and the chain of command within the ministry of education, local and institutional authorities

and so on. In other words, organizational structure in educational administration refers to the relationships among the authorities and groups of people in the common task of implementing policies and decisions for the achievement of the pre-determined goals of education .

By the nature of his job, the educational administrator is at the apex of the structure in any system of education or an educational institution itself. He occupies a position of leadership. He is the director, the supervisor and the co-ordinator of all available human and material resources for the overall business of education. The educational administrator is the pivot on which all the educational activities revolve. The success or failure of the programme for an entire school system or an individual institution depends to a large extent, on the quality of the administrator's leadership, resourcefulness, initiative, and his ability to get on with colleagues and subordinates, and always to see their points of view for what they are worth. An intolerant educational administrator is most likely to end up with a weak and ineffective system of administration. Particularly in an institutional administrator as the chief executive, is accountable to all the interests groups in education for the successes and failures of the institution in its pre-determined objectives.

So far, in this chapter, we have attempted a general overview of educational administration in relation to its such component parts as its definition the objectives it is meant to accomplish the administrative processes of planning, organizing, commanding, co-ordinating, controlling, communication and motivation, decision-making; the theory and concept of leadership; and

administrative structure. In its entirety, educational administration is a lot more than all the topics listed above. Its other equally important components include among others, the system of education in which it operates and in the context of this write-up, the Nigerian system of education; staff and student personnel administration ,, school business management; school inspection; the school as an organisation; issues and problems of universal primary education as they apply to Nigeria and so on.

CHAPTER SIX

CONCLUSION

It is impossible for every related aspect of educational administration as a discipline of study to be covered in a write-up of this nature. The aspects of the subject covered as outlined above, are those considered absolutely essential to the needs of the course requirements of which the research work is intended.

In the actual sense all the areas as outlined above, educational administration may be seen in terms of the job to be done, the man to do it and its social setting. This is generally referred to as the Tri-dimensional concept of educational administration of which I may write about in the future.

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