



Perceived management competency needs of practicing school administrators in Montana
by Paul Frederick Ezen

A thesis submitted in partial fulfillment of the requirements for the degree of Doctor of Education
Montana State University

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Abstract:

The purpose of this study was to gather data on current perceptions of selected administrators from Montana on the need to have certain management competencies included in Montana State University's graduate program course curriculum for training prospective school administrators.

A sample of school administrators from Montana was sent a needs assessment instrument. The instrument sought to collect data concerning the perceived need for school administrators to be exposed to management competencies. The data that were found to be significant were compared to current course outlines from upper division management and school administration courses. This enabled the researcher to identify areas that needed to be included in the graduate program in school administration at Montana State University.

The Data provided information on the degree of need for each competency. It was determined that most of the management competencies had a medium to high need to be included in a graduate school administration program. Administrators expressed a high need to be exposed to the following competencies: (1) clarifying communication, (2) goal planning, and (3) organizational coordination. These competencies were not addressed in the School Administration Program strongly enough to develop management skills. The Competencies were, however, addressed strongly in certain upper division business management courses.

It was recommended as a result of this study that certain business management courses be required to fulfill a portion of the minor requirements in both the master's and doctoral programs in school administration. This effort to coordinate programs in order to meet the perceived needs of practicing administrators will greatly help to develop better managers/leaders in education.

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OF PRACTICING SCHOOL ADMINISTRATORS
IN MONTANA

by

Paul Frederick Ezen

A thesis submitted in partial fulfillment
of the requirements for the degree

of

Doctor of Education

MONTANA STATE UNIVERSITY
Bozeman, Montana

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APPROVAL

of a thesis submitted by

Paul Frederick Ezen

This thesis has been read by each member of the author's graduate committee and has been found to be satisfactory regarding content, English usage, format, citations, bibliographic style, and consistency, and is ready for submission to the College of Graduate Studies.

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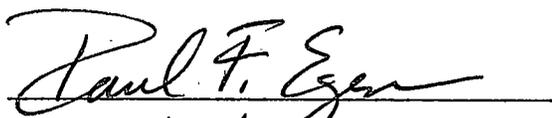
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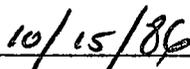
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This dissertation is a product that would not have been possible without the unselfish, positive, and loving attitude that my wife, Karen, has demonstrated over the years. Dedicating this document to her is a small gift in return for what she has given me.

VITA

Paul Frederick Ezen, the son of Joseph and Sadie Ezen, was born April 8, 1952, in Worcester, Massachusetts. Mr. Ezen attended North High School in Worcester and graduated in 1970. He received his B.S. degree in Biology with a minor in Secondary Education from Worcester State College in 1974. From September of 1974 to 1979, Mr. Ezen worked in the Science Department at Merrimack High School in New Hampshire. He graduated from Montana State University in 1980 with an M.Ed. He completed his Doctorate in Education from the same university in 1986. From 1981 to 1982, Mr. Ezen again taught science at Merrimack High School. In 1983 he became an Assistant Principal at Milford Area Senior High School. In 1986, Mr. Ezen became the Principal at Kearsarge Regional High School in New Hampshire.

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ABSTRACT

The purpose of this study was to gather data on current perceptions of selected administrators from Montana on the need to have certain management competencies included in Montana State University's graduate program course curriculum for training prospective school administrators.

A sample of school administrators from Montana was sent a needs assessment instrument. The instrument sought to collect data concerning the perceived need for school administrators to be exposed to management competencies. The data that were found to be significant were compared to current course outlines from upper division management and school administration courses. This enabled the researcher to identify areas that needed to be included in the graduate program in school administration at Montana State University.

The data provided information on the degree of need for each competency. It was determined that most of the management competencies had a medium to high need to be included in a graduate school administration program. Administrators expressed a high need to be exposed to the following competencies: (1) clarifying communication, (2) goal planning, and (3) organizational coordination.

These competencies were not addressed in the School Administration Program strongly enough to develop management skills. The competencies were, however, addressed strongly in certain upper division business management courses.

It was recommended as a result of this study that certain business management courses be required to fulfill a portion of the minor requirements in both the master's and doctoral programs in school administration. This effort to coordinate programs in order to meet the perceived needs of practicing administrators will greatly help to develop better managers/leaders in education.

CHAPTER 1

STATEMENT OF THE PROBLEM

Introduction

The pace at which society moves and changes has had lasting effects on school systems and the ways in which they have been administered. School district officials have increased the responsibility of administrators into areas that previously were not part of the administrators' duties.

Job descriptions include managing budgets, managing personnel and unions, understanding and implementing state and federal programs, managing limited energy resources, administering community needs assessment programs for the school and other change-related areas. Attention has focused on the need for more management skills to be developed within public school administration programs to better prepare administrators to deal with their evolving responsibilities (Goor and Farris, 1978).

Did public school administrators in Montana feel there was a need to be exposed formally to management competencies that may presently be beyond the scope of the school administration program at Montana State University? In what areas of management, if any, did these needs appear? How can the needs of prospective administrators best be met? How did the needs of superintendents, elementary principals, and secondary

principals differ in the areas of management competency needs? This study provides information to answer these questions.

The literature has clearly indicated a need to collect data on the need to have administrators exposed to management competencies. This study sought to provide more data on that need.

In reviewing the related literature, the researcher found indications of this changing demand on administrators to be prevalent. Management skills commonly found to be important in most of the review of related literature were communication, group problem solving and decision making skills. It was indicated that principals should be able to facilitate group process to effect positive resolutions out of conflict. They should possess the skills to foster communication regarding needs assessment, set goals, and then translate shared goals into student-centered programs. They should also realize that the competency areas (theories, principles and systems) that deal with many educational problems are available and need only to be searched out and adapted to local school needs (California State Legislature, 1980). Robson (1976) concluded that superintendents desired further training, mostly in the areas of managing and planning.

Drucker (1974) states that:

Strategic planning has been utilized in the management of organizations. It is the continuous process of making present entrepreneurial (risk taking) decisions systematically and with the greatest knowledge of their futurity; organizing systematically the efforts needed to carry out the decisions; and measuring the results of these decisions against the expectations through organized systematic feedback. . . . In educating managers emphasis has been replaced in the area of systematic planning of the job and the supply of knowledge to do it, which has strengthened the managers' judgement, leadership and vision.

Management work, management jobs, and management organization are not absolute, but are determined and shaped by the tasks to be performed. "Structure follows strategy" is one of the concepts acquired through management training. Without understanding the mission, the objectives and the strategy of the enterprise, managers cannot be managed, organizations cannot be designed and managerial jobs cannot be made effective (Drucker, 1974).

Hanson (1977) indicated in the literature that many administrators felt a great deal of disconnectedness between the complexity and diversity of demands encountered in the field and the kind of educational preparation received for the tasks of present administrators. Drucker (1974) also stated that ". . . a recognition of the diversity of demands did not mean that the service institutions understood the problem of managing. It only indicated they were beginning to realize they were not being managed."

Statement of the Problem

Evidence was found in the review of literature that the role of the public school administrator has constantly changed and expanded. The purpose of this study was to gather data on current perceptions of selected administrators from Montana on the need to have certain management competencies included in training prospective school administrators. The data provided information that:

1. Determined if school administrators in Montana felt there was a need to acquire competencies in management theories, principles, and systems through administrative training programs.

2. Determined if there was any significant difference in the needs of superintendents, elementary principals and secondary principals relating to stated management competencies.

3. Compared the suggested competencies with the existing curriculum for preparing school administrators at Montana State University.

4. Suggested how these management competencies not taught in the existing curriculum could be addressed through the management curriculum in the College of Business at Montana State University.

Ten common management skill categories were found by the researcher with the aid of the related literature. This list led directly to the development of the management competency areas that were used in the assessment instrument.

Contributions to Educational Theory and Product

In light of significant changes in our educational environment, it was important to examine management skill needs of practicing administrators. The American Association of School Administrators (AASA) stated that many fields can contribute to the educational needs of school administrators and that business management courses should have an active role in the preparation of school administrators (AASA, 1979).

The literature clearly indicated needs for management skills by school administrators. This study contributed data on competency needs that would help the Department of Educational Services at Montana State University make decisions about its current Public School Administration Program. More importantly, the data reflected the feelings of school

administrators in Montana as to the actual need for the program to expand and include business management courses.

The study:

1. Determined which management courses from the Montana State University College of Business could be of value to the practicing school administrator.

2. Suggested a core of management courses that could be required in the School Administration Program.

3. Determined if there was any significant difference in the expressed needs of superintendents, elementary principals and secondary principals with regard to management competency needs.

Questions to Be Answered

This study examined management competency needs as perceived by a selected group of school administrators in Montana. Course summaries for current administrative courses and for the upper division management courses that were used to analyze the data are listed in Appendix I.

The study helped to answer the following questions:

1. What were the perceived management competency needs of selected school administrators in Montana?

2. Did the course descriptions in the School Administration Program and the upper division management courses from the Montana State College of Business meet the perceived needs of the administrators?

3. Which perceived needs of administrators were addressed in the current School Administration Program at Montana State University?

4. Which perceived needs of administrators were addressed in the upper division management courses in the Montana State University College of Business?

5. Which perceived needs of administrators were addressed in both the School Administration Program at Montana State University and the upper division management courses in the College of Business at Montana State University?

6. Should certain upper division management courses taught in the College of Business become part of the School Administration Program at Montana State University?

7. Were the perceived needs of superintendents, elementary principals and secondary principals the same, or were they different in each of the management competency areas?

General Procedures

A stratified random sample of one hundred and fifty school administrators from Montana were sent a needs assessment instrument. The needs assessment process was used because it represented a formal, systematic attempt to determine and close the more important gaps between "what is" and "what should be" (Kaufman and English, 1979). The instrument consisted of eleven management categories. Under each category there were listed two to three theories, principles or systems (referred to as competencies) that aided in the development of the particular management skill. The instrument sought to collect data concerning the perceived need for school administrators to be exposed to each competency that was

listed below each of the management skill categories. (A copy of the instrument appears in Appendix B.)

The null and alternate hypotheses were tested with a Chi Square Goodness of Fit. This determined if there was a significant degree of need for the competencies listed under each management skill category. The data was then tested with a Chi Square Test for Independence. This test determined if the perceived need for the competency in this category was independent of administrative position (superintendent, elementary principal and secondary principal).

The competency needs data that were found to be significant were compared to current course descriptions from management and administrative courses. This helped to identify areas needed to be included within the graduate program in School Administration at Montana State University.

When the data were collected and analyzed, a short monograph was prepared for publication by the researcher and submitted to the Doctoral Committee in October 1985.

Limitations and Delimitations

1. The first controlling factor applied to the study was to select an unbiased stratified sample of one hundred and fifty school administrators from Montana.
2. Montana State University course descriptions were used.
3. Course descriptions from the School Administration Program and upper division management courses from the College of Business at

Montana State University were used with the data to correlate competency needs and competencies developed in certain courses.

4. The majority of sources considered in the review of related literature were from the Montana State University library and the ERIC inter-library loan resources. Sources used were from the period 1967 through the present. The key descriptors used to aid in the research for related literature were: Business Management, School Administration, School Management, Management Education, School Administrator Education, Management Skills, Administrative Programs, Effective Management, and Effective School Administration.

5. Only upper division courses in the business management curriculum were used in this study. This was because upper division courses were acceptable in a graduate program.

Definition of terms

In order to perceive more clearly the direction of study, the following terms have been defined:

1. *Management Skills*. Peter F. Drucker has stated that managing is specific work. As such, it will require specific skills. These are: (a) making effective decisions, (b) communications within and without the organization, (c) the proper use of controls and measurements, and (d) the proper use of analytical tools -- that is, of management sciences. In order to further understand how the term "management skills" is used and provide insight into the definition, the following information from Drucker (1974) was used:

No manager is likely to master all of these skills. But every manager needs to understand what they are, what they can do for them, and what, in turn, they will require of them. Every manager needs basic literacy with respect to essential management skills.

2. *Manager*. An individual who is concerned with the means to the accomplishment of his tasks. He must be concerned with managerial jobs, with the work of the managers, with the skills he needs and with his organization (Drucker, 1974).

3. *Management*. The process of planning, organizing, leading, and controlling the efforts of the organizational resources in order to achieve stated organizational goals (Stoner, 1978).

4. *Decision Making*. A choice among alternatives: (a) Managers must choose and decide what to do on the basis of some conscious and deliberate logic or judgement; (b) managers have alternatives available when they are making a decision; and (c) managers have a purpose in mind when they make a decision (Stoner, 1978).

5. *Competencies*. For the purpose of this study, "competency" will be used to designate particular learned facts, such as theories, principles and systems that aid in the development of management skills.

6. *Needs Assessment*. Kaufman (1979) defines a needs assessment as "the formal harvesting, collection, and listing of needs, placing the needs in priority order, and selecting the needs of highest priority for action."

Summary

Peter F. Drucker (1974) has made several comments concerning school administration and schools. His statements suggest that administrators

must learn to manage the institution for performance. The schools have performance trouble because they are not like a business. He writes:

What businesslike means in a service institution is control of cost. What characterizes a business, however, is control by performance and result. It is effectiveness and not efficiency which the service institution lacks.

The purpose of this study was to collect data that provided information which:

1. Determined if school administrators in Montana felt there was a need to acquire competencies in management theories, principles and systems through administrative training programs.
2. Determined if there was any significant difference in the needs of superintendents, elementary principals and secondary principals relating to stated management competencies.
3. Compared the suggested competencies with the existing curriculum for preparing school administrators at Montana State University.
4. Suggested how these management competencies not taught in the existing curriculum could be addressed by incorporating upper division management courses from the Montana State University College of Business into the School Administration Program.

Much of the literature suggested that management skills are needed by today's school administrator. Is the current School Administrative Program at Montana State University supplying the prospective administrator with the competencies to be used to develop management skills? A needs assessment instrument sent to one hundred and fifty school administrators in Montana collected data on this question. If these management competencies are not addressed in the current program, but

are perceived as necessary, could they be addressed through management courses? Should these courses be added to the administrative program?

This study added to the knowledge concerning administrative management competency needs, how well the Montana State University program in school administration is addressing these needs, and how these needs could be accommodated in the future.

CHAPTER 2

REVIEW OF LITERATURE

Introduction

This chapter reports the findings of selected studies found in the literature. The literature provided information that the researcher used to:

1. View the evolution of the job of school administrator from 1950 through the 1980's.
2. Develop a list of management skills that had increasing importance to the success of school administrators.
3. Develop a list of management skills that were successful in business and offered in management science classes.

Little previous research has gone so far as to define specific competencies that would aid in the development of managerial skills for the public school administrator. A list of skill areas was developed from this research and is listed at the end of this chapter. The literature also revealed that there is a need for management training for school administrators, both present and future.

The first section of the review of literature began by researching the job of school administrators during the 1950's and into the early 1970's. The next section showed the administrator's changing role during the period 1972-79. In the third section the literature revealed

the management needs of the school administrators in the 1980's. Finally, the last two sections revealed the need for the integration of management sciences into the school administration programs and what the future may hold for these administrators. A summary ties all of the sections together and includes a composite list of management skills needed by school administrators.

School Administrator Skills and Training,
1950-1972

Changes and shifts in the school environment through the history of education has brought about changes in administrative duties and responsibilities. The changing educational environment has left the administrator, who was gifted in dealing with the problems of growth and expansion, without the personality or skills to handle the problems of retrenchment (McIntosh and Maier, 1976).

In the mid-Seventies, some school districts realized the need for newer skills. Administrators became involved in building these team skills in areas such as shared decision making and shared team management of the schools (Deane, 1974).

The training programs for administrators of the Fifties and Sixties involved a movement that incorporated concepts, research and theories from the social and behavioral sciences. This trend became clearly established during the early Sixties (University Council for Educational Administration, 1973).

With the passage of time, changes also occurred in the programs for prospective administrators. In the mid-Sixties, several institutions

incorporated content from the humanities into their administrative programs. This trend was typical as the Sixties turned into the Seventies. Most programs then became more specialized, while still offering more discipline and interdisciplinary-based knowledge and skills. This change brought about an achievement of greater flexibility in most preparation programs. In the past years there was a growing interest in the development of new approaches to preparing educational, business and governmental managers in common programs (University Council for Educational Administration, 1973).

As Havinghurst (1972) points out, the environment and the preparatory programs have changed over the years, producing different needs and skills for the school administrators. In reviewing the time and place in which the administrator existed, his type of leadership has been identified depending on his emphasis on power, truth or words. The administrator of the Fifties and the early Sixties depended on power and was considered a prophet of sorts. The late Sixties brought about the administrator who dealt with truth and was considered to be a scholar-scientist. In the Seventies we saw the emerging administrator who was the social engineer, who used words and people skills to help him become a good leader.

The Development of New Skills and Training
for Administrators, 1972-1979

Robert Havinghurst (1972) defines a leader as "one who successfully stimulates and directs actions in a socially desirable direction." The late Seventies and early Eighties have been no exception. Principals

and superintendents have had to develop skills that comply more with Havinghurst's definition of leaders than the literature reflected for the Fifties, Sixties and early Seventies. As the educational sector experienced a steady state of declining enrollment, administration has become more demanding and requires different skills from those required during the years of rapid expansion (McIntosh and Maier, 1976).

It has been found that the schools of today require a leader who has the capability to adapt his leadership ability to different situations (Berg, 1977). The evidence is clear that leadership potential and skills are possessed by a larger number of people than was once suspected. Many of these attributes are not inborn characteristics, but skills that can be acquired and developed. An emergent area where skills could be improved indicated that leadership results in the way the leader uses new skills to interrelate with his subordinates (McIntosh and Maier, 1976).

Some states have mandated job descriptions for principals. These mandates mold the principal's position into that of a manager-leader (Barea, 1977). Michigan is one of these states. The general school law of the state lists the following duties of the principal:

The building principal shall:

1. Supervise the operation and management of the school and property as the board determines.
2. Be assigned administrative responsibilities and coordinate instructional leadership, under the supervision of the superintendent, for the planning, management, operation and evaluation of the educational programs and services.
3. Submit recommendations to the superintendent for the appointment, assignment, promotion or dismissal of all personnel (Barea, 1977).

This statute clearly illustrates that a principal is a manager and a very important part of the educational process. In fact, the principal may be managing one of the biggest businesses in the community (Barea, 1977).

Other managerial skills being adopted by principals and other administrators were concerned with the previously-mentioned interrelationship with subordinates. Decision making ensuing from collegial relationships and as close to the operational level of those involved as possible is a skill that has been most important. The belief that people are responsible agents, capable of furthering the goals of the school, is very important. This, also, is a skill that can be developed through the understanding of management theory and practices (Barea, 1977).

In the mid-Seventies, School Based Management (SBM) became entrenched in several school systems. SBM's key point was based on a philosophy which reflects a previous point. When the individual who will be affected by decisions participates in making those decisions, there will be more acceptable decisions made, and the participants in the decision-making process will become responsible for the consequences. The result of improved decision making in school management is intended to create better educational programs for students. This type of management takes skills that are based on competencies to which principals and superintendents are just now becoming exposed (Deane, 1975). This philosophy was also echoed by James E. Albrecht. His idea of establishing proprietorship among teachers to work with the administration in joint decision making has helped the credibility of the

principal. Developing this joint ownership of decision has become a new focus for principals, developed from management and social science (Albrecht, 1981).

Another concept of a management system was the development of a District Management Team (DMT). The basic purpose of the DMT was not to add another layer to management hierarchy, but to reorganize existing systems in such a way that they can respond more easily to the needs of the community they serve and all the personnel within the system. The function of the DMT is outlined as follows:

1. Identify problems.
2. Order the problems into priorities.
3. Review problems, definitions and problem solutions.
4. Act upon the findings of the field test phase of the problem resolution.

Again, it is important to note that this system also requires certain skills that administrators in the past did not have, and for whom training programs have been only recently available (Infelise, 1975).

The more important aspect of all this literature indicates that certain skills and competencies are needed to make programs successful. With leadership training designed to increase competencies of leaders in the areas of interpersonal relationships, team building, team development, organizational processes, policy and program analysis and evaluation, we can assume that our educational programs will be successful (Deane, 1975).

The skills that are now being used by administrators are the result of a variety of programs offered through various educational

institutions. Emergent content areas in administrative preparation draw upon the management and information sciences. Several universities now provide courses in systems analysis, operations research, quantitative management methods, and others (Farquhar and Martin, 1972).

It was noted when certification requirements were compared with trends in preparatory programs that it was evident the latter were oriented more to the environment of management and leadership, while the former were closely related to curriculum, instruction and supervision. This suggests that the universities were trying to stay in line with needs and trends more than the certification requirements (University Council for Educational Administration, 1973).

Recently, suggestions have arisen as to the characteristics of administrator programs. It was felt that the characteristics should be that of a professional school rather than that of a graduate study in a single academic discipline. The preparation should be performance-based, field-oriented, and incorporate concepts, theories and research findings from other academic fields (American Association of School Administrators, 1979). This clearly points out the need for an interdisciplinary approach.

One of the major areas of leadership training and identification is that of the assessment centers. Widely used by business, industry and many governmental agencies here and abroad, assessment centers measure skills needed for success in a variety of supervisory, managerial and administrative areas. Education was no exception (Moses, 1977). After preliminary research was completed, the NASSP's assessment center was set up. The center collected information from schools relating to job

requirements and skills needed for the principal (Hersey, 1977). Administrative skills and emotional stability were stressed in making an appraisal of management potential (McIntosh and Maier, 1976). Measurement techniques included group exercises, business games, stimulated problem-solving interviews, and such traditional methods as interviews and tests. All of the data collected and data put out by the assessment centers suggest the need for more interdisciplinary training of school administrators, especially in the area of management (Moses, 1977).

The literature clearly indicates that while management science competencies have been used in the private sector for some time, they are a relatively new phenomenon to all of the public sectors, and this applies particularly to educational administration. Even simple cost-effectiveness models are new and rare in educational policy. Within the last twelve years, social scientists have shown that they can make contributions to educational management. Now the administrators of schools must be convinced (Boardman and Horowitz, 1978).

Skills Needed by School Administrators, 1980-Present

Drucker (1974) indicated six basic things managers must be able to do in order to be effective. These items are important to today's administrator. A manager should be able to:

1. State what is our business.
2. Develop clear objectives and goals.
3. Prioritize.
4. Measure performance.
5. Develop feedback and self-control from results.

6. Perform an organizational audit of objectives and results.

James Lyons (1981) feels that beginning secondary principals must be able to do several things. He writes:

1. Organize and manage a school program which implements the school philosophy.
2. Plan and evaluate the institutional and curricular programs with the assistance of parents, teachers, and students.
3. Initiate long-range planning procedures involving parents, teachers, and staff.

The Lyons' article went on to state that preservice programs gave insufficient attention to important and critical areas such as program evaluation, program development, time management and communications. As indicated by the above information, management has a clear focus on what is needed, and it is up to school administrators to utilize this list in some way to fill in their own perceived needs (Lyons, 1981).

The role of the principal of the 1980's has an increased emphasis on management. The principal must organize so that his leadership will not be lost in the struggle. He no longer has the privilege of being just a leader, but instead has been forced into a management role. He must manage problems mandated by special education, federal requirements for school breakfasts, labor contracts, and bussing services, as well as due-process and affirmative action. The question, then, is: Can the principal be a manager and a leader? Only adaptable management skills can help the principal now (Johnson, 1981).

Many fields of learning can make contributions to the solutions of educational leadership problems. Business management can be one of the disciplines that can play an active role in the preparation of school

administrators (American Association of School Administrators, 1979). Areas in which management can help are the development of organizational ability, higher standards for interpersonal skills, and the ability to look ahead and synthesize new and responsible plans for the future (McIntosh and Maier, 1976). This process of enhancing leadership includes the development of more competencies in the areas of goal setting, planning, organizing, coordinating, communicating, directing, decision making, evaluating organizational goals, and working with people involved in such processes. Management science can offer more support to the school administrators in these areas (American Association of School Administrators, 1979).

The State of Maine has recently developed the Maine Principal Academy in cooperation with the University of Maine, College of Education. This two-week academy trains practicing administrators to be both effective leaders and able managers. The most positive note from the program was the presentation of practicing administrators who were actually using espoused theories, methods and philosophies echoed by management science (Donaldson, 1982).

Skills in human resources development have been important in the private sector for a long time. These are skills that are needed now by school managers (Deane, 1975). Administrators are expected to somehow convince teachers they should go beyond the contract specifications to help take care of the business of the school. This, again, supports the need to train leaders in the area of human resource development (Johnson, 1981).

Johnson (1981) asks, "Principals have been advised by management consultants to regroup and delegate in order to increase efficiency and accountability within a building, but do they have the competencies to do this?" By regrouping, the administrator will have to be conscious of organizational processes, including the development of knowledge of complex organizations, skills in organizational behavior, examining coordination and collaboration mechanisms, developing knowledge of different methods of stimulation and skills in recognition and use of different authority modes. Management training can add to school administration programs with respect to the above skills. Other skills that administrators may need in the future are conflict management skills, crisis management skills, and skills in negotiating classroom improvement with teachers (Deane, 1975).

Commonly used managerial and administrative dimensions include such skills as leadership, oral and written abilities, problem solving and organizing abilities. Programs in school administration can be strengthened even more if skills are reinforced and built upon by the management sciences (Moses, 1977).

The top administrator must be capable of using a variety of management styles, depending on the situation. When the situation calls for mild belt tightening, a participatory or democratic management style is appropriate in identifying ways of trimming costs. With serious decisions, consultive management is desirable, not only from the standpoint of management receiving helpful input, but also from a morale standpoint, as subordinates can better understand the rationale behind an unpleasant decision. Although administrators may want to avoid the

authoritarian approach, an absolute emergency may call for a decision without consultive action (McIntosh and Maier, 1976).

Principals must become effective leaders. Two important things principals can do that were found through research by Shoemaker (1981) were:

1. Develop assertive, achievement-oriented leadership.
2. Develop well-designed instructional objectives and evaluation systems.

Findings from research on effective schooling show that in high achieving schools, instructional objectives guide the programs, and testing and evaluation are given serious and deliberate attention (Shoemaker, 1981). Drucker (1974) refers to this as "management for performance."

The preceding literature supports the concept that if school administration programs are to be complete, they must allow the students in graduate school administration programs to be exposed to all management competency areas. One way to accomplish this is through the incorporation of management sciences into the current programs in school administration.

The Need for Management Sciences in Administration Programs

The changing school environment has created a need for more management skills for administrators. The administrator has become a social scientist, whose decision-making and problem-solving behavior can be more intelligently informed by theoretical insights than by procedural cookbooks. Management sciences can help to fulfill these needs for

varying theories (Farquhar and Martin, 1972). A change in view occurred in the mid-Seventies and the AASA report stated that the process of administration should be stressed with emphasis on the cognitive basis of management science and skill development through lab preparation (American Association of School Administrators, 1979).

Administrators need to learn to think through their own specific function, purpose and mission.

What the service institution needs is not better people. They need people who do the management job systematically and who focus themselves and their institutions purposefully on performance and results (Drucker, 1974).

High priority should also be given to the ability to communicate, as well as to having an understanding and working knowledge of the uses of various forms of communication. These skills can also be built upon by management competency training (American Association of School Administrators, 1979). Other important skill development areas follow. Listed below are some of the skills and requirements deemed important by the NASSP's assessment center program (Jeswald, 1977):

1. Problem Analysis: Ability to seek out relevant data and analyze complex information to determine the important elements of a problem situation; searching for information with a purpose.
2. Judgemental Skills: Identifying educational needs and setting priorities; ability to reach a logical conclusion and make high quality decisions based on the available information; ability to critically evaluate written communications.
3. Organizational Ability: Ability to plan, schedule, and control the work of others; skill in using resources in an optimal fashion; ability to deal with a volume of paperwork and heavy demands on one's time.
4. Leadership Ability: Ability to recognize when a group requires direction; to get others involved in solving problems; to effectively interact with a group; to guide them to the accomplishment of tasks.

5. Sensitivity: Skill in resolving conflicts; ability to deal effectively with people concerning emotional issues; knowing what information to communicate and to whom.
6. Oral Communication Skills: Ability to make a clear oral presentation of ideas and facts.
7. Written Communication Skills: Ability to express ideas clearly in writing; to write appropriately for different audiences -- students, teachers, parents, and other administrators.

The changing operating situation for administrators requires different management skills and leadership styles. This is why the programs need to be expanded to include other disciplines, especially management sciences (McIntosh and Maier, 1976). Even non-educational organizations that are concerned with large groups of people, equipment, services and buildings recognize and accept the need for highly skilled managers. Education is no exception. Management skills have much to offer the expanding job of the school administrator (Barea, 1977).

What Future Administrators Will Need for Management Skills

Who will be the successful administrator? Havinghurst (1972) tells us, "Successful educational administrators are men and women of action, who lead the way to improve concentrated actions by people who participate in educational systems."

Education in the future will be able to regain its positive image if educational leadership is flexible and sensitive. The problems ahead require solutions that can come only with the finest type of group participation. Only a skillful leader can guide the public into this

kind of fine group participation. This accentuates the need for more diverse competency training of school administrators (Berg, 1977).

The literature indicated Havinghurst was right. We are heading towards an era where the administrator must be a social engineer if he is to use his power effectively for the improvement of education (Havinghurst, 1972). The way to become an effective leader in the Eighties seems to be through a program that develops all of the person's leadership skills (Tillman and Rencher, 1976).

Educational leaders of the future must be able to adapt to a multitude of situations. As the leaders exercise power, they must be concerned with the free flow of information and advice from subordinates and the environment in general. This can be, and is, difficult since it takes time and will, at times, result in conflict. It is necessary, though, to keep open channels of communication if the leader (administrator) is to maintain credibility with the group. School systems have recently become aware of the need for and skills required to handle this communication (Berg, 1977).

It seems that in the Eighties a need has developed for leadership that understands its own function. The leaders must have a desire for a knowledge of group dynamics; be academically and professionally honest; have a desire and readiness to cut through red tape; be understanding, patient, imaginative and innovative (Berg, 1977). Reality-oriented programs for administrators can provide the skills if they incorporate an interdisciplinary approach. Case studies, stimulation, management games and related materials should all be part of a complete program

used to direct learning towards the skills the literature has identified as needs (University Council for Educational Administration, 1973).

Leaders should recognize that continued education on their part is important if they are to pick up new competencies in management. The changing school environment and changing needs of administrators created the need for continual education to upgrade administrative skills. The AASA (1979) has recently stated, "Administrators should be specifically and technically prepared in the tools of research to deal with . . ." most of the points discussed in this review of literature. Preparation of educational administrators should, in the future, include an interdisciplinary approach to programs concerning theory and practice in organizational behavior. This has been a long-time concern in business management sciences (American Association of School Administrators, 1979).

In January, 1983, the New Hampshire State Department of Education started to address the problem of managing education. Their research yielded supportive information for management and educational leadership to be as one. It was stated there was a need for the development of educational improvement plans which combine sound principles of management with a working philosophy, a sense of purpose, clear expectations for students, periodic assessment of students' progress, an orderly atmosphere, productive time on task, and continued support. These concepts are consistent with research findings relative to effective schools and sound management practices (New Hampshire State Department of Education, 1983).

One of these new organizational studies is Theory Z. Within the field of business management there is continual research material being presented to show different ways of managing. William Ouchi's (1981) review of theory Z brought to the surface the importance of participatory management in the private sector. This management style could also be relevant in the management of schools. Ouchi lists "Z" organizations as contrasted to American organizations:

<u>Z Organizations</u>	<u>American Organizations</u>
Lifetime employment	Short-term employment
Slow evaluation & promotion	Rapid evaluation & promotion
Non-specialized career paths	Specialized career paths
Implicit control mechanisms	Explicit control mechanisms
Collective decision making	Individual decision making
Collective responsibility	Individual responsibility
Wholistic concern	Segmented concern

The future seems clear. In-service education of administrators in techniques of operations research and business management will enable administrators to have a better understanding of social science research. Future training of superintendents should be improved. Few schools furnish training that provides exposure to competencies for all of the skills needed by future educational leaders. Future educational managers should be trained in a way similar to managers in the private sector. It would seem important for educational managers to get some training from business schools. At a minimum, there should be more cooperation between these schools and schools of education through the possible creation of a special joint program (Boardman and Horowitz, 1978). The possibility also exists to design and implement a program to meet leadership demands in multiple organizations (University Council for Educational Administration, 1973).

Summary

The literature indicates a need for the administrator to change a great deal because of changes in the environment and society. We have seen the need for the expansion-oriented administrator of the Fifties when population growth dictated school growth. The expansion administrators had to change or be replaced as the Sixties brought about an atmosphere of unrest. Quickly administrators had to become crisis managers. Just as these skills were being developed in the Sixties, the Seventies brought on a different problem. Student populations were stabilizing or declining. There was very little growth in any school district. Out of this decline, fiscal policy became very important. The administrator had to become skilled in dealing with restraints, fiscal needs, and people skills (McIntosh and Maier, 1976).

During the late Seventies and early Eighties we have seen an era of decline again. The demands on administrators have not been simple, clear-cut, or defined. The job of the administrator has become situational. Administrators have found that they must adapt their leadership ability and style to different situations. The skills needed are varied. It seems certain, as reflected throughout the literature, that management skills are a vital part of creating this situational flexibility.

Throughout the literature we have seen a need to move from managing personnel as a cost center and a problem to the leadership of people. The principal's success seems incumbent upon a constant updating and renewal of personal knowledge. "Many principals just survive; those who

enjoy true success continue to train themselves to the point that their management and administrative ability is evident to all" (Johnson, 1981).

From this historical review the researcher has listed below the ten management skills areas which the literature has indicated are most important to future manager/leaders:

1. Communication skills
2. Decision-making skills
3. Budget management
4. Motivational skills
5. Planning principles
6. Organizational structuring skills
7. Conflict management skills
8. Creative management skills
9. Change principles
10. Control process skills

From these skills, specific competencies that developed the skills were researched and used in the construction of the field survey.

It appears that successful leaders will be those who can, through their learned leadership competencies, adapt their behaviors to meet the demands of the environment at a particular moment a problem arises (Berg, 1977). Looking at the literature, we can see the need for the development of management competencies in school administration.

CHAPTER 3

PROCEDURES

Introduction

Evidence was found in the review of literature that the role of the public school administrator has constantly changed and expanded. The purpose of this study was to report current perceptions of selected administrators from Montana on the need to have certain management competencies included in training prospective school administrators. The data provided information that:

1. Determined if school administrators in Montana felt there was a need to acquire competencies in management theories, principles and systems through administrative training programs.

2. Determined if there was any significant difference in the needs of superintendents, elementary principals and secondary principals relating to stated management competencies.

3. Compared the suggested competencies with the existing curriculum for preparing school administrators at Montana State University.

4. Suggested how these competencies not addressed in the existing curriculum could be addressed through the upper division management courses at Montana State University.

A needs assessment instrument was sent to selected superintendents, elementary principals and secondary principals. The instrument was

designed to elicit responses as to whether certain competencies would be valuable in the development of management skills for the school administrator. The competencies (theories, principles and systems) acted as variables in the study. The researcher has carefully developed, through the literature review, the ten categories listed as management skills. The product was, therefore, a composite list from management and school administration texts, journals and research materials.

Specific areas of investigation dealt with the following questions:

1. Which business management theories, principles and systems, expressed as needs, would be of most value to the practicing administrator?

2. Should a minimum number of upper division management courses offered through the College of Business at Montana State University be required in the School Administration Program at Montana State University?

3. How important is it to deliver the perceived competency needs to prospective superintendents, elementary principals and secondary principals?

This chapter discusses those procedures that were essential to the collection of the data. The chapter is presented and explained within the following sections: (a) population description and sampling procedure, (b) categories for investigation, (c) method of data collection, (d) development of instrument validity and reliability, (e) method of organizing data, (f) statistical hypothesis, (g) analysis of data, (h) precautions taken for accuracy, and (i) summary.

Population Description and Sampling Procedure

The population used for this study consisted of all superintendents, elementary principals (K-6), and secondary principals (7-12) in the State of Montana, which totaled 512. The 1982-83 population list came from the Office of Public Instruction, Helena, Montana. Randomly arranged stratified listings were prepared. The three strata were superintendents, elementary principals, and secondary principals. The N's for each group were figured once the list was received by the researcher. A chart showing the population in each strata appears in Table 4 of Appendix C.

A sample size of 150 was determined to be sufficiently large enough to represent the population distribution accurately (Cochran, 1977). The population for each strata was not equal. A proportionally stratified sample was calculated (Leedy, 1980). The results appear in Appendix C. The difference in the calculated figures for each strata were not markedly different enough to warrant proportional stratification (Ferguson, 1976; Leedy, 1980).

Some difficulties were encountered in choosing the samples. In Montana many districts have administrators who serve dual roles, i.e., superintendents/elementary principal. The problems that were encountered in the sampling procedure are shown in Table 4 of Appendix C. The researcher finally used 50 for each strata, totaling 150 in the sample population.

The stratified listings were numbered in order to facilitate the selection (sampling) process. Using a table of random numbers, and

starting at an appropriately selected random spot on the table, the samples were picked (Leedy, 1980). The corresponding numbers from the table, picked in order, determined which person in the list became part of the sample.

The population was picked because of the location and direct impact that it could have on the Educational Administration Program at Montana State University. Each of the persons in the sample was assigned a response code for later identification during the mailing process (Leedy, 1980).

Categories for Investigation

All superintendents, elementary principals and secondary principals who were identified for the purpose of this study received identical questionnaires.

The questionnaires were divided into ten categories. As indicated earlier, the categories were developed by the researcher after an extensive review of the literature. These skills categories were assumed to encompass all of the areas of management that are important to school administrators. The categories that were included are as follows:

1. Decision Making
2. Communication Principles
3. Budgetary Management Systems
4. Motivation Theory
5. Planning Principles
6. Change Principles
7. Conflict Management Principles

8. Creative Management Principles
9. Control Process Principles
10. Organizational Structuring Principles

Within these major topic areas was included a total of 28 items which had been chosen by the researcher, based upon the findings in the literature. The items chosen for investigation included competencies found in the literature by the researcher to have significance in the development of needed management skills for the school administrator (Drucker, Stone, Thompson and Morphet, 1974).

Method of Data Collection

The method of gathering data was a mailed survey. The method was chosen over other techniques of collection because it best fit the needs of the research. The survey was designed as a needs assessment instrument. This instrument represented a formal systematic attempt to determine and close the gaps between "what is" and "what should be" (Kaufman and English, 1979). The needs assessment collected the essential data that was used statistically to test the stated hypotheses (Leedy, 1980).

To provide controls on irrelevant and contaminating variables, the following precautions were taken:

1. The cover letter accompanying the instrument included a clear statement of confidentiality for respondents.
2. Names were used only from the O.P.I. listing.
3. Only course outlines from the School Administration Program at Montana State University and upper division courses from the Management

Program at Montana State University that were applicable to the problem were used to make comparisons and recommendations.

Development of Instrument Validity
and Reliability

Of paramount importance to this study was the development of a valid and reliable instrument. Correct procedures were used to develop an instrument that met the validity and reliability requirements. The original format and instrument was developed by the researcher, using current literature on the topic.

A sample of ten administrators were asked to complete the instrument and critically evaluate it. This procedure helped to develop the face validity of the instrument (Sax, 1980). This test was followed up using the interview method. The researcher predeveloped a critical review questionnaire for the instrument. Then the instrument was given to the ten administrators to complete. Upon completion of the instrument, the researcher used a review questionnaire to go over the instrument and cover letter with the administrators.

Once the pilot test was completed, the researcher evaluated the results and critical reviews. Appropriate changes were made on the instrument and cover letter as a result of the pilot test.

To further develop face validity, three staff members from Montana State University were asked to review the cover letter and instrument. They were asked to comment on the accuracy and completeness of each section. The comments were evaluated and further changes in the instrument were made where necessary.

A sample of thirty administrators was drawn to be used in a test/retest method to test the reliability of the instrument (Sax, 1980). A period of four weeks between tests was used. When the respondents received the retest instrument, they were notified that the purpose of this repeated effort was to help determine the accuracy of the instrument and that their cooperation at that time would be deeply appreciated. A copy of the second cover letter and instrument appear in Appendix D.

The reliability coefficient was preset at .80. This indicates that only 80 percent of the variation is attributed to variations in the true score, the remaining 20 percent being attributable to error (Ferguson, 1976). Through the related literature, .80 was found to be a common standard. As seen in Table 5 of Appendix E, the reliability coefficients met or exceeded this preset standard (Robson, 1976; Fox, 1978; Goor, 1978).

The reliability calculations proved to be high enough in all but two of the 28 sections of the instrument. Those areas were rewritten for clarity and evaluated by the committee chairperson. Upon acceptance by the chairperson, the new items were inserted into the instrument and printed for the final mailing. The reliability figures for each section appear in Table 5 of Appendix E. The revised sections of the instrument are in Appendix F. Once the instrument's reliability was determined to be acceptable, it was sent out as soon as possible to the remaining 120 members of the sample population.

Course outlines for the School Administration Program at Montana State University and outlines for the upper division courses in

management from the College of Business at Montana State University were collected. These were used to make comparisons to the competencies to see if the needs were being met in the administration program or management program.

In similar studies, the percentage of questionnaires returned was set at 70 percent. This was the standard that was used by the researcher for the percent of questionnaires returned from the sample population (Robson, 1976; Fox, 1978; Goor, 1978). The researcher used a second mailing to bring the total response rate for this study to 74 percent. Of the 150 instruments that were sent out, 111 were returned. The strata breakdown for the sample population and the percent of return for each strata appear in Table 7 of Appendix G. A follow-up letter was also used to increase the response rate.

Method of Organizing Data

The data for this study were collected by a needs assessment instrument. The raw data and statistical data were organized so that information on each item was all together. How the data were displayed appears in Figure 1 on the following page (Ferguson, 1976).

The Null Hypotheses were tested statistically. The hypotheses were either accepted or rejected, depending on the statistical outcome. Lastly, the data were compared to the course outlines from the Educational Administration Program and Management Program at Montana State University to see where the significant results are being addressed.

I. Stated H_0

High	Medium	Low
50	48	13

Critical value at .05 level =
 Calculated value =
 Reject or Accept Null =

II. Stated H_0

	High	Medium	Low
S	22	11	8
EP	10	22	1
SP	18	15	4

Critical value at .05 level =
 Calculated value =
 Reject or Accept Null =

Figure 1. Samples of Data Displayed.

Statistical HypothesesSection I: Need for Competency

The following Null and Alternative Hypotheses were tested:

Ia. H_0 -- There is no preference by administrators in the degree of need for the competency on single-person decisions, listed within the Decision Making category.

H_1 -- There is a preference by administrators in the degree of need for the competency on single-person decisions, listed within the Decision Making category.

Ib. H_0 -- There is no preference by administrators in the degree of need for the competency on small group decision making, listed within the Decision Making category.

H_1 -- There is a preference by administrators in the degree of need for the competency on small group decision making, listed within the Decision Making category.

Ic. H_0 -- There is no preference by administrators in the degree of need for the competency on large group decision making, listed within the Decision Making category.

H_1 -- There is a preference by administrators in the degree of need for the competency on large group decision making, listed within the Decision Making category.

IIa. H_0 -- There is no preference by administrators in the degree of need for the competency on clarifying communications, listed within the Communications Principles category.

