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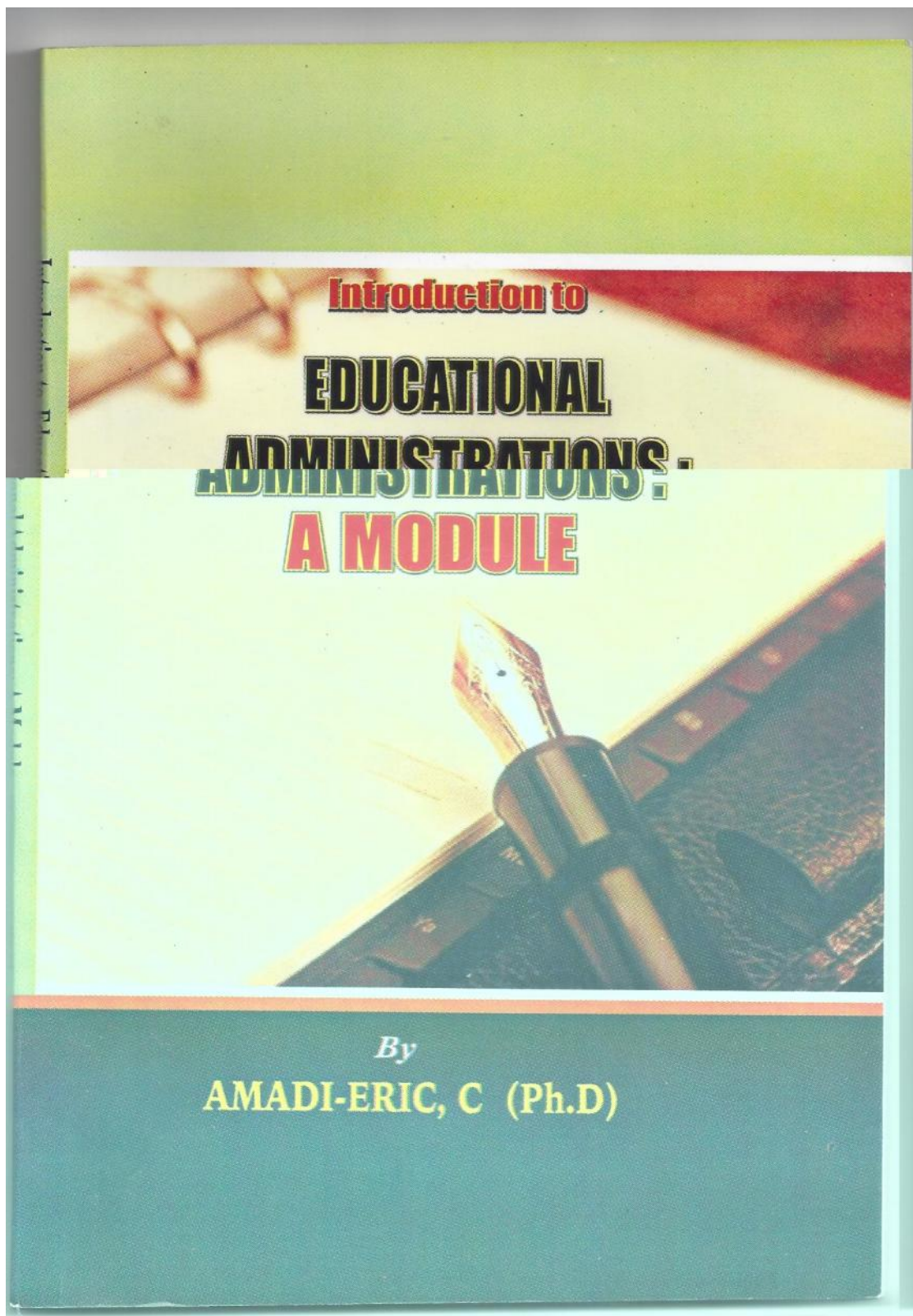


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INTRODUCTION TO

**EDUCATIONAL
ADMINISTRATION
A MODULE**

BY

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**Introduction to
Educational Administration: A Module**

By Dr. Amadi-Eric, C

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INTRODUCTION TO EDUCATION ADMINISTRATION

Definition of Concepts

Administration is a process of systematically arranging and co-ordinating the human and material resources available to any organization for the main purpose of achieving stipulated goals of that organization.

When applied to the school system, the process is referred to as Educational Administration or School Administration. Administration is a term used to refer more to Government business. Administration occurs in every organization. The basic aim of administration is the need to get things done for defined objectives to be accomplished.

Educational Administration is the process of bringing men and materials together for effective and functional teaching and learning in the school. The focus of educational administration is the enhancement of teaching and learning. We can define educational administration as a process through which the school administrators arrange and co-ordinate the resources available to education, for the purpose of achieving the goals of the educational system.

Management: Management is a term most often used to describe industrial activities. Management is a social process which is designed to ensure the cooperation, participation, intervention and involvement of others in the effective achievement of a given or pre-determined goal or objective.

The term management is derived from an Italian word “maneggiare” which means to “train horses” or literally “to handle”. From the French word “maneger”, it means to economize and manage an act of guiding or

leading. Etymologically therefore, it means to handle, direct, economically guide and lead.

Management is an integrating process by which authorized individuals create, maintain and operate an organization in the selection and accomplishment of its aims. Management is getting things done through others. Management is the co-ordination of all resources of an organization through the process of planning, organizing, directing and controlling in order to attain objectives (educational). It is the direction or guidance of people towards organizational goals and objectives.

Indeed, management is the effective organization and utilization of human and material resources in a particular system for the achievement of identified objectives.

Why Administration and Management are sometimes used synonymously.

Administration is a component part of management. Administration is widely applied in associations and government services and non-profit organizations.

Management is usually applied when considering the executive functions and the expertise in government and civil service. But management encompasses much more than administration – it involves the work of analyzing and preparing complex policy documents for decision by political decision makers. Yes, management is basically concerned with the formation of plans, programmes and policies while administration is

principally responsible for the execution or implementation of these plans, programmes and policies. Administrators are implementers while management is formulating programme.

Administration, like management also involves such elements as planning, organizing, programming, staffing, budgeting, co-ordinating, reporting and evaluating, but on a smaller scale than management.

Organization and management are equally interchanged or jointly and inseparably applied occasionally. Organization refers to the structure or forms of an enterprise and the arrangement of all parts in a manner suitable for use in service.

Management includes all those in charge of the direction of the work of others, those who will see to it that the parts so arranged and structured are used in service to the best advantage.

Administration is also, an integral part of an organization. Here it is characterized as a service, an activity or a tool through which the fundamental objectives of the process may be more fully and efficiently realized. The school is an organization in the organization.

For effective school administration, the administrator needs to be knowledgeable in the theories, techniques and principles of school administration as a guide for action when necessary.

Elementary treatment of administration and educational administration from historical perspective

Administration is one of the most of all human endeavours. The Egyptians between 500 and 525 BC organized and administered sophisticated managerial skills in organization of the affairs of their large empires. It took 100,000 men, twenty (20) years to complete the pyramids.

Exodus chapter 18 Vs 22 records an orderly administration of the affairs of the Israelites. Here, Jethro (Moses' father-in-law) introduced the ideas of delegation and decentralization of authority.

The Babylonians, Romans, Phoenicians and the Greeks all managed their trading enterprises, military expeditions and governments with the required skills.

The Chinese are known to have had highly systematic administrative systems at about the same time as the pyramids were built. Near to us in time, the reputable civil services of Europe and Great Britain in the nineteenth century have all left an important legacy to the modern field of administration

Public Administration

In the United States in the 19th cc, the term "administration" was used in the context of government and the ideas it represented gave rise to the growth of public administration with the appearance of "The Study of Administration" by Woodrow Wilson (1887) – a 31 years Assist. Prof. Forty years later (1927), he wrote "Principles in Public Administration".

This set the stage for the emergence of professional administration (as a study) after the industrial revolution of the 19th century in USA, UK, France and Germany.

The Impact of Industrial Revolution

At the end of 19th century, businessmen were stepping-up their efforts to increase profits from industries to mass production through the use of machines. Industrial giants like Henry Ford were the engineers and technically oriented scientists of the technological revolution. It was the era of the engineering consultants and the drive for efficiency.

Fredrick W. Taylor was an engineer at the Midvale and the Bethlehem steel companies – one of the top engineering consultants in American industry.

Taylor had read Woodrow Wilson's essay and had been influenced by it. In the attempt to solve practical production problems in factories all over America, Taylor developed his four "Principles of Scientific Management" (1911). Taylor's principles of scientific management aimed primarily at lowering the unit cost of factory production. In time, Taylor's ideas led to time-and-motion studies, rigid discipline on the job with minimal interpersonal contacts between workers, and strict application of incentive pay systems.

About this time of Taylorism, a French industrialist – Henri Fayol developed his concern on middle-management level of industry. Fayol had a top-management executive background. Unlike Taylor, who viewed

workers as factory machinery, Fayol focused his attention on the manager rather than on the worker.

Fayol separated administration from production. In 1916, Fayol wrote that 'administrative ability can and should be acquired in the same way as technical ability, first at school, later in the workshop'. It was in his most notable work "General and Industrial Management" that Fayol became the first modern organizational theorist. It was Fayol who defined administration in terms of five elements:

1. Planning
2. Organizing,
3. Commanding
4. Coordinating
5. Controlling (POC3).

We can view commanding and controlling as leading and evaluating results. Fayol further identified a list of fourteen "principles" of management among which were:

1. Unity of command
2. Authority
3. Initiative and
4. Morale.

And by this time, the Western world was becoming an organizational society. As giant industrial organizations grew in the early 1900s, so did government and other organizational aspects of life grow to friction in

social, political and economic aspects. There was an increasing sense of conflict that the years before World War I were punctuated by frequent outbursts of this conflict such as labour unrest, revolution, and the rise of communism. It was in this setting that a German sociologist, Max Weber produced *Bureaucracy*, a most useful, durable and brilliant work on an administrative system. Weber saw hope that well-run bureaucracies would become fairer, more impartial, and more predictable than organizations that are subject to the caprices of powerful individuals.

Although Weber produced his work at about the same time Taylor and Fayol did (1910-1920), Weber was almost unknown in the English-speaking world until his works were translated in the 1940s. He received widespread attention in educational administration after the World War II.

American Taylor emphasized the principles that viewed administration as management. Taylor assumed that labour was a commodity to be bought and or sold: and that by scientific management, the manager could reduce to a minimum the amount of labour that must be purchased.

The Frenchman Fayol emphasized broader preparation of administrators whose tasks are presumably, different from those that engineers performed. German's Weber held that bureaucracy is a theory of large and complex organizations.

Impact of the Scientific Management Period (1910-1935)

Taylor, Fayol, and Weber were giants in the pre-World War I years and led the way in the early efforts to master the problems of managing modern

organizations. There is no precise and universally agreed-upon beginning or end of this era; however, the period from 1910 to 1935 can generally be thought of as the era of scientific management when school superintendents in the United States quickly adopted the values and practices of business and industrial managers of that time. Even, very close to the outbreak of World War II, the concept of scientific management called for the scientific study of jobs to be performed.

Gullick and Urwick (1973) synthesized the scientific management and the universal management principles to come out with management organizational elements described by the mnemonic POSDCORB. Meaning Planning, Organizing, Staffing, Directing, Co-ordinating, Reporting and Budgeting.

Planning is working out in broad outline the things that need to be done. Organizing is the grouping of activities in an interrelated manner, assigning of responsibilities and gathering of resources together. Staffing is the hiring and employing of suitable persons to occupy certain positions and to undertake certain activities and tasks in the organization. Directing or commanding is getting the best out of every employee in the interest of the organization. Co-ordinating is harmonizing and unifying all the operations of the organization. Controlling is the appraisal and examination of results obtained in the organization. Reporting involves communication to both supervisors and subordinates, while Budgeting involves making of estimates of the future financial needs of the organization based on its goals.

As Gullick and Urwick attempted to synthesize what is now known as the “classical” organizational concepts/theory, the concept of hierarchy was central. Also known as the scalar principles (or “line and staff”). It contends that authority and responsibility should flow in a direct and unbroken a path as possible, from the top policy level down through the organization to the lowest member.

Unity of command is another central classical organization by Gullick and Urwick. Essentially, this principle implies that no one in an organization should receive orders from more than one super ordinate.

Thirdly, the exception principle holds that when the need for a decision results frequently, the decision should be established as a routine that can be delegated to subordinates (in the form of rules, standard operating procedures, administrative manuals). Span of control prescribes (and thereby limits) the number of people reporting to a supervisor or administrator. This is the fourth principle.

The Human Relations Movement (HRM), 1935-1950

A need to more precise about the effect of human factors on production efficiency was felt between 1935 to 1950. The human relations movement

was a major movement in the development of the theory of administration. It was a reaction to the classical theories which, in trying to ensure efficiency, brought about the dehumanization of workers. Elton Mayo is probably the best known to educators. Others include Mary Parker Follett, Roethlisberger and William Dickson. Studies were conducted on the importance of social, psychological and human factors on workers' productivity.

The result showed among other that:

1. Group and individual behaviours were important.
2. Attention should be focused on the supervisory climate and the type of supervision.
3. Informal relationship among workers was discovered
4. Democratic approaches, involvement and participation in the decision-making process were found to enhance cohesive work groups.
5. Group cohesion, collaboration and the dynamics of the informal organizations were also revealed.

We can therefore recognize two important impacts of the human relations movement on Educational Administration:

1. Increasing efforts to democratize the practice of educational administration
2. There was growing emphasis on the utilization of concepts from the social sciences such as anthropology, psychology, sociology and the behavioural elements of economics and political science.

Five ideas or notions can be derived from the human relations movement:

1. Educational administrators should promote relationships between organizational members for mutual satisfaction. It is believed that improved teaching and learning is contingent on high staff morale and harmony.
2. Educational administration should be seen as a service activity that contributes to effective instructional programmes; as a means and not an end in itself.
3. There should be increased emphasis among administrators for participative decision-making.
4. Within groups, there are identifiable informal subgroups.
5. Groups tend to confer leadership on individuals.

The Human Relations Movement therefore ushered in the era of more democratic and participative style of administration. Administration sought to attend to the well-being of the workers and recognized informal relationship as a strategy for the achievement of organizational goals. New concepts like *morale, group dynamics, democratic supervision, personal relations and behavioural concepts of motivation* were integrated into school administration. It therefore brought about the *humanization of management* and a sense of *flexibility* in a bureaucratic enterprise like the school.

However, a number of good criticisms trailed this movement:

1. The comfort of workers led to the detriment of organizational goals.

2. The democratic process it advocated for led to laissez faire type of behaviour of workers.
3. In the satisfaction of both individual's (group) needs and organizational goals, it did not resolve which one would supercede the other in the event of unresolved conflict between them.

Because of these criticisms, the behavioural Social Science Movement started.

The new Administration Behavioural Approach 1950-Date

Bureaucratic or classical concepts of organizations are sometimes said to focus on 'organizations without people'. Emphasis was placed on formal organizational structure and hierarchical control of people viewed as fitting into that structure on the organization's terms.

Human relations concepts, on the other hand, are often said to deal with 'people without organizations'. Early students of the dynamics of human behaviour in groups mostly conducted their research in small groups (informal) rather than in work-oriented organizations. These appear to be on two extremes, one being 'too-job-oriented' and the other 'too-person-oriented'.

The behavioural or social science approach seeks to describe and predict human behaviours in the environment of formal organization. It is believed that a proper understanding of human behaviour and the environment or situation will lead to a better integration of the job, the worker and the situation. This social science or behavioural movement was pioneered by a triumvirate of authors:

1. Chester Bernard (1886-1961) whose book - *The functions of the Executive* was written in 1938.
2. Felix J. Reothlisberger and William J. Dickson in their 1939 book *"Management and the Worker"* and
3. Herbert A Simon whose *"Administrative Behaviour"* book came out in 1947.

Chester Bernard selected and integrated concepts from the many schools of thought that had appeared since Wilson's essay, and he produced a number of new insights of his own. He viewed organizations as social systems or consciously co-ordinated personal activities or as forces. He reasoned that people come together in formal organizations to achieve things they could not achieve working alone. And so, he emphasized that the survival of organizations depend on two important concepts referred to as "Efficiency" and "Effectiveness". Efficiency is the feeling of satisfaction one (personal-oriented) derives from one's membership of an organization while Effectiveness is the organizational (system oriented) goal's achievement. Efficiency and effectiveness must go together in an organization, he emphasized. As for Reothlisbergara and Dickson, their book- *Management and the Worker* emphasized the dynamic mutual interaction between formal and informal organizations. This was quickly endorsed by other social scientists and led to a "philosophy of management" concerned primarily with human relationships in formal organizations. Herbert Simon's "*Administrative Behaviour*" book stressed the importance of human behaviour in administrative process like planning, decision-making, etc. It asserted that the most fruitful approach to understanding and improving administrative behaviour is/was through a decision-making framework. He therefore analyzed organizational behaviour from the decision-making perspective. These trios revealed a more psychological and sociological approach to administration and led to the Tri-Dimensional concept of Administration namely the man, the job and the social setting.

Three (3) Eras of Administration

Concepts of Administration during the Three (3) Eras

The triumvirate developed three theories and they include:

- a. The theory of organizational behaviour (Role theory),
- b. The theory of Human Management in organizations (theory X and Y) and
- c. The System theory.

After 1975, organizational thought took a major turn away from formal theorizing. Indeed, the period from the early 1950s into the mid-1970s produced a great outpouring of theory and research in educational administration so that it is called the era of “The Theory Movement in Educational Administration”. By the 1980s, many students of education become aware of discrepancies in the discourse and thus began to eschew traditional formal theorizing and the limitations of traditional quasi-experimental research methods. They began to find better ways of studying human behaviour in schools. We shall return to the theories developed by the trio but for now, let's us discuss theory.

About Theory

The origin of administrative theory was based on the recognition of the basic fact that human beings of all intent and purpose are capable of maximum growth and development. A look at the definition of theory is therefore, vital. Most people think that theory is something that is impracticable, philosophical, axiological and unrealistic. While to many the term theory is used commonly as a synonym of speculation, supposition or some conceptual of the ideal. But theory does not speculate rather it deals with practical behaviour of the individual at the work place. One method of definition is to make perfectly clear what a term is not.

Of what use is Theory

What Theory is - and is not

Regardless of what theory is, it is definitely not many of the things which are attributed to it. Theory is not a personal affair, it is not a dream, it is not a philosophy nor is it taxonomy. Theories are universal. So as a result, there is a tendency to theorize in terms of what administration ought to be instead of what they are. Theory is therefore not based on what "ought to be". Rather, it deals with what is "is". Theory is a set of assumptions from which a larger set of empirical laws can be derived by purely logical mathematical procedures.

This definition is a good starting point because it highlights both the mathematical and deductive discussions in theory. Inherent in the

definition is the assumption that knowledge is propositional and further assumption that more specific propositions can be deduced from more general ones or laws which can be tested empirically. Theory is a set of inter-related constructs (concepts), definitions and propositions that present a systematic view of phenomena by specifying relations among variables with the purpose of explaining and predicting the phenomena.

We can also say that theory is a systematic statement of inter-related principles and concepts that explain a specified set of observations. For example, motivation theory would explain such behaviours as aggressiveness or general insecurity. We can see that a theory seeks to establish relationship between variables by describing, explaining and predicting the attributes of the phenomenon. Put differently, theory in educational administration is directed towards describing, explaining, relating and predicting behaviours in social systems.

Theories are sets of statements understandable to others, which make predictions about empirical events. Theories are understandable statements. This means that they are communicable and public, which other people can read, test or discard. The crucial thing is that they can see how and why you did what you did. They may not agree with your theory but then the answer to the problem is a matter of empirical support. Secondly, theories make predictions, that is, they are to some extent anticipation systems. They may also interpret or unify established laws or enable one to fit unanticipated data into their formulations.

A theory can be defined as a deductively connected set of laws. Certain laws are the postulates of the theory. Their truth is assumed so that the truth of other empirical assertions called theorems can be determined. We shall soon identify some theories, their proponents and their various times.

The Testing of Theory Research and the Language of Theory

Without the guidance of a theory, the analysis and discrimination which is necessary to convert an indeterminate situation into a formulated problem would be handicapped and forgone. Theory promotes consistency in behaviour because it provides a framework of reference for the practitioner. Theory serves as a guide to new knowledge.

So, theorizing involves utilizing what “was” for associating what “is” with what “ought to be”.

Theory based on conceptual relationships, explains the “why” and the “how” of things and gives meaning or shows the relationship between unexplainable facts and subsequently provides a basis for prediction and control.

The ultimate function of theory is to provide general explanations for phenomena. In order to this, theory has a more specific function: *to guide empirical research*. Theories provide the conceptual underpinnings for the development of hypotheses to check the proposed theoretical explanations with objectives reality.

Theories also provide for *cumulative research*. Theory presents an integrating and common framework for the development of knowledge. Research emerging from one theory provide opportunities to extend knowledge by building upon earlier research and by refining, reformulating and elaborating the theory. The process of reformulating and clarifying theory often leads to the discovery of new questions.

Theory is both the beginning and the end of scientific research. On the one hand, theory serves as the basic for generating hypothesis to test verifiable propositions that describe and predict observable empirical phenomena. On the other hand, the ultimate objective of all scientific endeavour is to develop a body of substantive theory. Theory is directly related to practice in at least three ways; providing a frame of reference for the practitioners (as outlined earlier); the process of theorizing provides a general mode of analysis of practical extents, and providing the knowledge upon which practical rational decisions are made. The main consequence of a theory is that it enables us to predict events which are yet observed.

Therefore, if we can define *administration* as both the art and the science of applying knowledge to administrative and organizational problems, then the practical decisions and actions of administrators must be based on a good knowledge of theories for educational administration to become more of science.

Douglas McGregor's

Theory X and Y

The Human Relations approach started as a result of the research of Elton Mayo and his associate from 1927 to 1932 and resulted in what is popularly known as the Hawthorn studies. Mayo's work revealed that an *organization is a social system and the worker is indeed the most important element in it*. Recent developments in Human Management are the works of Douglas McGregor (theory X and Y) and William Ouchi (theory Z).

Douglas McGregor (1906 to 1946) in his work, "*The Human Side of Enterprise*" postulated his ideas of leadership and motivation in the Theory X and Y. his ideas seem to portray human beings as of dual nature. Whereas theory X suggests the negative nature of man, a favourable atmosphere is presented in theory Y.

Administrative behaviour that is characteristic of theory X is based on the following assumptions about the nature of human being:

- i. The average human being has an inherent dislike for work. And will avoid it if he/she can.
- ii. Most people must be coerced, controlled, directed and threatened with punishment to get them to work.
- iii. The average human being has little ambition.
- iv. He is by nature indolent.
- v. He is inherently self-centred
- vi. He is resistant to change and is gullible.

These assumptions may seem descriptive of a non-school environment but his ideas received wide applicability in schools. This is because, in schools, there is the philosophy of direction, close supervision, control and directive style of leadership.

On the other hand, theory Y assumptions represent a much more positive assessment of human behaviour. It is based more on the optimistic philosophy of the human nature:

- i. Spending physical and mental effort in work is as natural as play, if it is satisfying.
- ii. If people are committed, they will exercise self-direction and control towards work.
- iii. Rewards associated to self achievement bring commitment to organizational objectives.
- iv. The average human being learns under proper conditions.
- v. Creatively, ingenuity and imagination are widely spread among people and not in a select few.

It can be seen that school administrators who believe in theory Y apply the democratic and participative leadership behaviours. This is because theory Y is a better representation of what people actually are at work. Some contemporary schools of thought emerged as a way of improving production levels through the human factor. They include William Ouchi's *Theory Z* and Deming's (1989).

Total Quality Management (TQM) concept.

Theory Z was propounded by Ouchi in 1981 as a conceptual approach to management activities using the motivation and participatory decision – making techniques. To Ouchi, an involved worker is a key to higher work performance. Work performance is believed to be the outcome of worker commitment to the overall philosophy of the organization. You can liken this to the Japanese business success. The Japanese show great concern to their worker's social and developmental needs.

This can be likened to a historical perspective to the present date in educational administration.

Other Behavioural

Theories of Motivation

Theories of motivation provide explanations for behaviours in organizations. We have the content theories and the process theories. Content theories of motivation focus on what motivates people while process theories explain why people need to be motivated to achieve different things and how they decide which behaviour to perform; how much effort to exert, and how persistent to be when faced with difficulties.

To these, we may add the third-the cognitive theories as major determinants of behaviour. The cognitive theories uphold that behaviour is purposeful, goal-directed, and is based on conscious intentions people. We can identify a number of motivational theories:

1. The traditional theory of motivation evolved from the work of Frederick Taylor in his Scientific Management work. Here, a worker should be motivated based on his productivity.
2. The theory of needs was postulated by Abraham Maslow in 1949. People are motivated by multiple needs which exist within them and these needs relate to each other in a hierarchy. We shall come back to it later.
3. Clayton Alderfer (1972) built on Maslow's theory and developed the ERG theory (**Expectancy, Relatedness and Growth**).

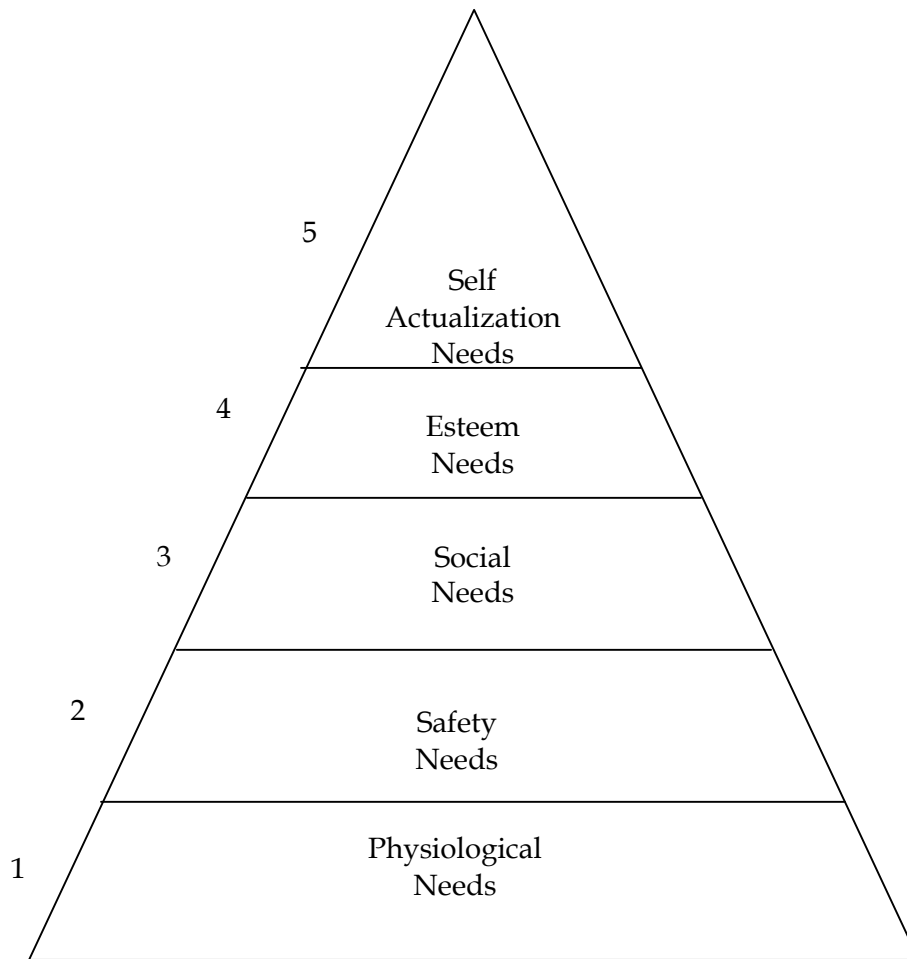
4. The two factor theory of motivation and job satisfaction was postulated by Frederick Herzberg in 1966. To him, different factors influence worker's perception of satisfaction and dissatisfaction.
5. McClelland's Need Achievement Theory was in 1961 and 1985, and using the Thematic Apperception Test (TAT), identified three basic human needs – needs for power, achievement and affiliation.
6. Victor Vrooms Expectancy Theory (1964) is based on three models: expectancy, instrumentality and valence (VIE) or Valence, Instrumentality and Expectancy.
7. B. F. Skinner is the originator of the Reinforcement Theory. Reinforced behaviour will be repeated and behaviour that is not reinforced will be extinct e.g. the dog and bell experience.
8. Attribution theory originated from the work of Fritz Heider. People perceive motivation as being influenced by individual perceptions. This is recognized as a cognitive approach to understanding behaviour.
9. The equity Theory by J. S. Adams in 1963 is based on the premise of fairness.
10. The motivation theory developed by Lyman Porter and Edward Lawler in 1968 is a refined version of the expectancy theory of Victor Vroom. They contended that under certain conditions, performance may lead to satisfaction.
11. Job Enrichment Model by Herzberg and George in 1960 involves Edwin Locke in 1691 who originated the goal-setting theory which argues that people consciously strive to achieve goals set by them.

12. Increasing the degree of responsibility a worker has over a job.
13. Hackman and Oldman's Job model suggest that personal – and – work – outcomes are functions of individual's intrinsic states.
14. Locus of control theory is a behavioural concept designed by Rotter in 1996 who considers motivation as a function of individual beliefs. People who belong to the external locus of control believe that forces outside them control the outcomes of their success or failures. Those who have internal locus of control believe they control the outcomes of their actions.

Maslow Classified Human needs into five Levels:

- 1 Physiological Needs are the needs of the human body that must be satisfied to maintain existence. Necessities of life such as food, water shelter, etc.
- 2 Safety or Security Needs are of job security, protection from physical danger and economic safety.
- 3 Social Needs refer to acceptance by peers, belongingness, love, affiliation etc.
- 4 Esteem Needs are of self-confidence, self-respect, achievement, status, independence, recognition etc.
- 5 Self-actualization is the highest need level. It is also known as competence and self-fulfillment need. This has to do with self-respect, personal growth and development, indeed, the total development of an individual.

Maslow' Organizational behaviour



In all, needs achievements are influenced by the satisfaction of a lower need. Once the lower need is satisfied, the next stage becomes active.

Maslow's need theory provides a framework for understanding personnel needs. However, critics argue that it lacks evidence that the satisfaction of a given need reduces or increases the importance of next higher need level.

Twelve years after Maslow's hierarchy of Need, Herzberg attempted to enlarge, refine and extend the ideas of Maslow and McGregor, and perceived man as belonging to two categories of needs; namely, 'motivator and hygiene' factors.

Hertzberg's Motivation

Hygiene Factors

Frederick Hertzberg, Bernard Mausner and Barbara Snyderman's (1959) Motivation – Hygiene factor represent an original attempt to explain work behaviour. The two factor theory postulates that one set of factors (motivators) produces satisfaction. Work satisfaction and dissatisfaction are not opposites; rather, they are separate and distinct dimensions to work orientation.

They found that positive events are dominated by things like achievements, recognition, work itself, responsibility and advancement, while the negative events are dominated by extrinsic factors like interpersonal relations with superiors and peers, technical supervision, company policy and administration, working conditions and personal life.

They posit that the presence of certain factors act to increase the individuals job satisfaction, but the absence of these factors do not necessarily give rise to job dissatisfaction.

This is because, an individual operates from neutral points, that is, he possesses neither positive nor negative attitudes towards his job. The gratification of certain factors, called motivators, increases his job satisfaction beyond the neutral point, but when not gratified, the motivators lead only to minimal dissatisfaction. Conversely, when hygiene factors are not gratified, negative attitudes are created, producing job dissatisfaction.

The gratification of the hygiene factors lead to minimal job satisfaction. As a result, all motivators combined, contribute more to job dissatisfaction than to job satisfaction. Indeed, because the job represents an important opportunity for self-actualization, by performing the task, an employee can achieve the rewards-achievement, recognition, responsibility – that reinforces self-actualization. The motivator on the job spurs the individual

to satisfy his need for self-actualization. On the other hand, the hygiene factors can be related to physiological, safety, and social needs-which must meet individual needs for job security, fair treatment, etc.

Achievement is primarily akin to self-actualization but does contribute somewhat to satisfying the esteem needs. Salary can be used to buy life's physiological necessities: security for retirement, social membership dues, and status symbols. This factor contains components that range from physiological to self-actualization.

Complex Organizations and Bureaucracies

For administration and or management to take place, there must be an organization. This is because organizations are social units that pursue specific goals which they are structured to serve. Human beings are social animals with the ability for organizing and managing their affairs.

We are born into an organization called the family through the aid of a medical organization called the hospital. The hospitals look after our health. We spend our early lives in schools. After school, we work in organizations which could be public or private, military or business firms. We worship God in churches.

We depend on or join trade unions or professional associations. Some go to prison when they break the law. We therefore can say that our society is an organizational society. We can thus define organization as a system of consciously coordinated activities of two or more persons. An organization is better defined based on its structure or character. When we approach an organization from the management angle we refer to the structure of relationship among the individuals.

Traditionalists describe an organization as a complex goal-seeking unit, which must maintain its internal system to coordinate the human side of the enterprise. Since society's needs are complex, it is expected that an

organization will enable its members achieve both personal and group goals.

Generally, organization refers to a particular entity such as a school, hospital, business firms, churches, trade unions, government agencies, prisons etc.

There are formal and informal organizations within an organization. A society is structured by formal organization and by informal organizations. A formal organization is characterized by well-defined structures, positions, responsibilities, power, division of labour and communication network system. Status, chain of command, remuneration, etc are well defined and outlined.

Informal organizations are most often unstructured, flexible and ill-defined. Students and hospital patients and other immature people make-up the informal social service organizations. Because no two individuals are exactly the same position or play the same roles, a union of any two is complex.

Almost all modern organizations have many of the characteristics enumerated by Weber's bureaucracy-division of labour and specialization, impersonal orientation, hierarchy of authority, rules and regulations, and career orientation.

The School as a Social Organization

Schools are formal institutions where the younger members of the community are exposed to the values, skills and attitudes that make them useful to themselves and the society. The school is a social institution. It is an agent of social progress. Social organizations are human structures designed to achieve common goals.

Social organizations exist through time and on a continuous basis. They have longer lives span than the operating individuals. The school as a

social organization is an extension of the larger society. It has forward and backward linkages with the society.

Ajayi and Ayodele (2001) quoted Adepju (1998) as having identified five key concepts which guide the operation and existence of the school as a social system as:

- i. **Interaction:** The school system interacts with the elements within and outside the system. It cannot operate in a vacuum.
- ii. **Interrelationship:** A 'mutual' relationship exists between the school system and each of politics, economy, culture and prevailing technology around where the school is located.
- iii. **Interdependence:** The strength of the social, economic, legal and political environment is a function of the survival of the school.
- iv. **Cultural Entity:** As a social institution geared towards social progress, the school possesses its own values, customs and ways of doing things.
- v. **Internal structure:** The school is formed in such a way that it allows formal and informal structures, channel of communication and authority – subordinate relationship.

The School as a Bureaucracy

A German Sociologist: Max Weber (1992) laid down a number of principles of the bureaucratic model of organizational management. These principles will aid in a proper understanding of the school as a social system. Let us "deal" with a few:

- i. **Division of Labour:** This is one of the most fundamental principles of bureaucracy. It is based on functional specialization. It prescribes precise and detailed description of duties and assignments of responsibilities of each position or office. Behaviour, mode of production and relations within the organization are defined and regulated.

- ii. **Hierarchy of Authority:** This is the organization or arrangement of offices where each lower office is under the control and supervision of a higher one. There is an established superiority and subordinate format.
- iii. **Impersonality:** The administrator or holder of office is impersonal in his official dealing. Particularization and personal interests are discouraged.
- iv. **Documentation:** All events and activities must be recorded and all office holders are expected to follow recorded rules, regulations and procedures.

Implications of Bureaucracy in the School System

The school is established by the society to educate its ones. The school system is characterized by clear hierarchy of authority in terms of principal – staff – students relationship. It is therefore characterized by strict rules and regulations. Although, the bureaucratic principles may infuse rationality and organized procedures into the school system, strict adherence to bureaucratic principles may adversely affect the efficiency of the system. Since the school is a social system and service organization, it cannot afford to operate a close system. Thus, the application of impersonality attributes has to be done with caution. Again, since the school deals mainly with the production of human goods which are subject to individual differences, the bureaucratic tenets have been found to be too-rigid-based on rational rules and regulations. The school system has to be dynamic and flexible.

Agencies in Educational Administration in Nigeria

There are a number of bodies and agencies which are involved in educational administration in Nigeria. There are the Federal, State, Local Governments which form three-levels of government.

Federal, State and Local Governments:

The Federal Government of Nigeria, through the Federal Ministry of Education is responsible for the federally controlled institutions. The State Governments, through the State Ministries of Education are responsible for institutions under their jurisdiction. The Local Governments play vital roles at the primary school levels within their areas. However, the planning and administration at the lower tiers of governments is coordinated by the federal government.

There are other bodies and agencies, however, involved in educational administration in Nigeria. They are:

- A. The National Manpower Board (NMB): This board is responsible for:
 - i. The determination of the nation's manpower needs.
 - ii. Formulation of programmes of manpower development through university expansion, training, scholarship, fellowship, etc.
 - iii. Coordination of the policies of other government agencies concerned with manpower problem (Ministries of Labour Education and Economic Development).
 - iv. Dealing with the unemployment policies and the optimum use of manpower resources of the nation (Aina, 1992:44): The NMB was established in 1962 by the Federal Government following the recommendations of the Ashby commission but started operations in 1963
- B. The National Universities Commission (NUC): also founded in 1962 following the recommendation of the Ashby common, NUC is a link between government and Nigerian Universities. It is responsible for:
 - i. The formulation of policies on research, admission standards and conditions of services regarding Nigerian Universities;
 - ii. Serving as a link through which funds are made available to Nigerian Universities;
 - iii. Accreditation of courses in Nigerian Universities;
 - iv. Approval of establishment of new universities;

- v. Coordinating the activities of all universities in Nigeria;
- vi. Advising the Economic Development Planning unit of the Federal Ministry of Economic Development on the likely future of Nigerian Universities.
- vii. Acting as a channel of external assistance to Nigerian Universities.

C. The National Commission for Colleges of Educations (NCCE). The NCCE is to the Collages of Education in Nigeria what NUC is to the Nigerian Universities.

D. The National Board for Technical Education (NBTE). The NBTE is saddled with the responsibility for the rational financing of technical education and to serve as the agent of the government for the support and financing of technical education. It was established in May 1977 and performs similar responsibility as NUC and NCCE with regards to technical education.

E. The joint Consultative Committee in Education (JCCE). Found in 1955, the JCCE is the highest professional body that welds great influence on education in Nigeria. It comprise of professional bodies such as NUT, WASC, NMB, etc.

F. The National Council on Education (NCE). This comprise of state commissioners of Education with the Minister of Education as chairman. It makes policy on education and ensures uniformity in the system in compliance with the National Policy on Education.

G. The Nigerian Education Research and Development Council (NERDC). NERDC is responsible for:

- i. Stimulating general research and publishing such findings in journals of education;
- ii. Promoting the publication of materials for both teachers and students
- iii. Organizing in-service training for secondary school teachers;
- iv. Publishing finally approved teaching materials and curricula.

- H. Joint Admissions and Matriculation Board (JAMB). Established by Decree No 2 of 1978 amended by Decree 33 of 1989), JAMB is empowered to:
- i. Conduct Matriculation Examinations for entry into all degree awarding institution in Nigeria;
 - ii. Place suitably qualified candidates in the available places in the institutions.
- I. Federal Ministry of Education (FMB). The FMB is responsible for :
- i. The development of national philosophy and policy on education.
 - ii. Establishment and control of federal schools;
 - iii. Appointment of boards in respect of all levels of education below the university level.
 - iv. Coordinating the activities of such agencies as WASEC, NECO, NUC, NYSC, NMB, NBTE, NTI, etc in the development of education;
 - v. Appointment of heads of federal universities, colleges and polys.
 - vi. Organizing seminars and conferences on education matters, policies and problems
 - vii. Serving as clearing house for Bureau for External Aid in Education
 - viii. Providing grants for federal government institutions for capital and recurrent expenditures;
 - ix. Making statutory allocation to education;
 - x. Award of scholarship, bursary and loans to indigent students in higher institutions home and or abroad.
- J. State Ministry of Education (SME). The SME performs similar functions to those of the FME in state-owned and financial educational institutions.
- K. Teaching Service Commission (TSC). This is an agency responsible for the staffing, control and supervision of post-primary institutions in the states. It has about thirteen functions among which include:

- i. The appointment, confirmation of appointment, re-absorption, promotion; posting, transfers, discipline, retirement, pension and termination of appointment of staff of the state teaching service commission.
- ii. Review and propose modifications in the operational method and organizational structure of the commission from time to time.

L. The National Primary Education Commission (NPEC). NPEC was set up by Decree No. 31 of 1958 with a view to reviewing the future of primary education. It has three other tiers: State (SPEB); Local (LGEA) and District Education Authority (DEA). NPEC created three major departments with specific functions in regards to personnel management, research, planning and statistic, and department of monitoring and evaluation. NPEC is responsible for:

- i. Solving the problem of strategic planning on accurate facts and figures
- ii. Ensuring that qualified personnel are employed
- iii. Ensuring the payment of teachers' salaries and allowance and
- iv. Ensuring efficiency within the system.

In Rivers State, the government has taken over the responsibility of primary education sector.

M. The West African Examination Council (WAEC). Established by the West African Inter-territorial Secretariat in December, 1981, WAE is responsible for: Conduct of national, internationally recognized examinations in collaboration with other examining bodies and examinations.

N. National Examination's Council (NECO). Established by the Federal government in 1999, NECO was a response to continued public discount, fear and anxiety over the inadequacies of WAEC. Its responsibility is to conduct the Senior Secondary School Certificate Examination (SSCE) and issue certificates.

- O. National Teachers Institute (NTI). Established by Decree No. 7 of 1978, NTI has the responsibility to upgrade the quality of teachers in the school system through the distance learning programmes.
- P. National Business and Technical Examinations Board (NABTEB). Established by Decree No. 70 of 1993 and although the board has been existing since 1992, NABTEB is responsible for: The conduct of technical and business examinations previously conducted by the Royal Society of Arts (RSA) of London, City and Guilds (C & G) of London Institute and WAEC.

The Scope of Educational Administration

We can come away with the believe that the administrative functions are the scope of educational administration. It is important to identify the task areas of the educational administrator.

There are five main areas:

- 1 The curriculum/Instructional Functions
- 2 The Staff Personnel Functions
- 3 Student Personnel Functions
- 4 Financial and Physical Resources Functions
- 5 The School Community Relations Functions

The Curriculum/Instructional Functions

Since the ultimate goal of educational administration is teaching and learning, curriculum development and programme management constitute an important area. The education administrator ensures that instruction is directed to the requirement of examination bodies such as WASC, NECO, JSCE and JAMB. He is the academic change facilitator. He is the academic change agent.

He should, therefore, change the curriculum as and when necessary to serve the needs and reflect the aspirations of the society. Work scheduling is an important function of the school administrator as an instructional manager and supervisor. He ensures that allocation of staff to their correct disciplines and equally supervises to ensure that their teaching contents are in line with the current and relevant syllabus and that such context get to the right students.

The Staff Personnel Functions

The education administrator is the first among equals. He is the leader of the organization as he has staff under him to manage as his subordinates. He cannot make or manage the organization alone. He has to harness the potentials of his staff to his great advantage. He should place the necessary structures and allow his colleagues to participate in the organizational governance especially as it affects them in their expertise and welfare. Under a good organizational climate, discipline and harmony naturally emerges.

The Student Personnel Functions

The educational administrator also has the responsibility to manage the students put under his care effectively. The students are in their formative years. The administrator should have the grasp, full knowledge and understanding of the various stages of students' developments and their relevant needs. This is done by providing relevant structures and programmes capable of directing and shaping their academic and moral values.

Students have advanced from passive on-lookers to active participants on issues and programmes that affect them, especially with the formation of student-union governments and other such bodies existing in educational institutions today. Students should participate in decision-making and governance especially in decisions that affect their well-being.

Extra-curricular activities as well as adequate health services, moral and civic orientations, discipline and adequate inter-personal relations should be maintained.

Financial and Physical Resources Functions

The administrator has to be quite knowledgeable in finance management as this is one of his most crucial functions. He has to start with budgeting by properly articulating the cash inflow and outflow in the system. The prudent education administrator creates alternative strategies for cash inflow. The education administrator distributes the available resources among the competing needs in his organization preferentially. His financial management has to be apt and his accounting and financial reports straight.

The educational administrator is responsible for the procurement and maintenance of educational plants and facilities. His procurement and maintenance of these infrastructures have to be properly planned and programmed. He determines the level of their usage or wastage.

The education administrator endeavours to promote school community relations through the participation of the school in community activities and projects, and community participation in some aspects of school life. The P.T.A. and other stake-holders in the school should join hands with the administrator to formulate policies and reach major decisions as the situation demands. Once the community is in harmony with the school organization, some measure of success is guaranteed.

The educational administrator must be constantly alert to the objectivity with which the community perceives its school and must interpret this into special implication. The education consumer is the public and to a large extent determines what goes on in the school organization.

And therefore, the education administrator identifies what the education consumer wants from education and provides them accordingly.

The School Community Relations Functions

The community is the next-of-kin of school organization, and requires a joint responsibility of the administrator and the community. Although the school serves the community, it is the function or duty of this administrator to make the first move of positive relationship with the community. The educational enterprise is an open system. A social organization thrives on effective interrelationships within it and with its relevant publics.

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