



# Review

The University Council for Educational Administration

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## *Training Administrators In The Wild: A Naturalistic Perspective*



*Gabriele Lakomski*  
*University of Melbourne*

Greenfield was right. But he was right for the wrong reasons. Consider the following points he raises about the training of administrators:

The possibility of training administrators through the study of organization theory has been seriously overestimated. ... training should move away from attempts to teach a broad social science of organizations-in-general towards a familiarity with specific organizations and their problems. ... It appears essential also for training programmes to develop a much stronger clinical base than is now common in most of them. In such training, both the theoretician and the practitioner must be intimately involved. (Greenfield & Ribbins, 1993, p. 18).

As for practical solutions, he suggests 'placing the novitiate in an actual monastery .... They might spend time as a bartender, bouncer, or manager of a disco, followed by service as an orderly in a mental institution, or indeed as a patient in such an institution. (Greenfield & Ribbins, 1993, p. 112).

Becoming an effective administrator, then, is not a matter of specific training programs but a matter of diverse subjective experiences. But if this is so, the training of administrators is in principle unachievable because of the impossibility of structuring programs which could encapsulate such subjective experience. Becoming a good practitioner depends on having the 'right experience' whatever that might mean. This position is of course well known and has been discussed widely and critically, including by Colin Evers and myself (Evers & Lakomski 1991, 1996, especially ch. 10).

In this paper I want to outline some preliminary suggestions about administrator training from a naturalistic coherentist point of view. Specifically, I want to argue that Greenfield's emphasis on subjective experience was correct as far as it went, and that given recent developments in connectionist cognitive science, a causal account is now available just why experience works the way it does. But this is only one side of the story. The other is that there is a sense in which his (logical empiricist) adversaries' quest for science-based training is also justified. Since naturalistic coherentism does not pose sharp distinctions between theory and practice it can

combine subjective experience with scientific explanation and thus develop a more coherent and defensible approach to the effective preparation of administrators. The present paper is a preliminary sketch of some of the big theoretical issues which underpin such future developments which include a naturalistic re-evaluation of the role of context and culture. We thus develop further our perspective on educational administration and training as a cognitive, context specific, cultural activity which is determined by the reciprocal interrelationships between organizational actors, and their reciprocal interrelationships with symbolic structures and artifacts in turn (Evers & Lakomski, 1999).

### **Administration as Talk**

Recall that the single most damaging criticism leveled against traditional educational administration, by Greenfield and others, was the objection that it does not serve administrative practice. When it comes to advocating directions for change, mediating conflicts, and giving reasons for preferring one solution over a competitor – bread-and-butter-issues for the administrator - empiricist administration remained silent. The inability to come to terms with administrative experience is consequently also the inability to account for how administrators become skilled practitioners, and which kinds of knowledge and programs should be made available to train them (if any). This problem ramifies throughout the educational administration literature and shows up clearly in the leadership literature as well.

The most telling reason for this problem is that the empiricist conception of science with its hypothetico-deductive structure, assumes that human cognition is basically a matter of symbol processing, of which language is the most prominent. This view is represented most famously in Herbert Simon's work. By this stipulation, whatever does not get captured in the grid of language – through surveys or quantitative-experimental means – does not figure in scientific explanation of administrative practice. As a result, the richness of experience, wise decision-making, or those very skills in virtue of which a leader is described as transformational,

*LAKOMSKI continued on p. 5*

## IESLP Showcase

UCEA is proud to announce a demonstration of the Information Environment for School Leader Preparation (IESLP) at its 12th annual convention in St. Louis, Missouri. IESLP is innovative worldwide web-based instructional software grounded in inductive or problem based learning assumptions. IESLP is a sophisticated but flexible instructional system that can be used to teach regular university courses in school leadership and administration, as well as to provide continuing education opportunities for practicing administrators. The IESLP problem exercises and information environment can be used to deliver administration, finance, law, organizational theory, instructional supervision, and learning theory content, either through traditionally focused courses sorted by these sub-disciplines, or through a sequence of cross-disciplinary courses. The problem exercises address a broad range of issues surrounding K-16 education with a particular K-12 emphasis.

IESLP was developed by the University Council for Educational Administration as a way to correct a serious flaw in the "in-basket" approach which defines administrative work as the problems that find the administrator, rather than emphasizing the administrator's capacity to engage in reflective problem finding. IESLP is a learning environment, not a simulation. Computing technology is an integral part of using IESLP, however, instead of acting on problem exercises in a simulated environment, IESLP exercises are worked on by people in face-to-face groupings, using computers as they do or will in their actual work life.

The IESLP session at Convention '98 will provide a project overview, history and a system overview, which will showcase IESLP problem exercises, environments, tools and communications systems. Additionally, a brief report on preliminary field testing with the University of Missouri's Ed.D. Leadership Cohort will be given along with a demonstration of an exercise. The presentation will conclude with future directions of IESLP and the announcement of beta testing. During 1999, a set of ten problem exercises will be available to the higher education community free of charge for use during the IESLP beta test year.

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## Hotel Reservation Request

UCEA Convention '98

October 30–November 1, 1998

University Council for Educational Administration

**PLEASE REMEMBER:** Make your check or money order for \$112.96 (\$99 plus tax) payable to the St. Louis Marriott Pavilion Downtown. Reservations must be accompanied by first night's deposit (check payable to St. Louis Marriott Pavilion Downtown) or credit card.

Name \_\_\_\_\_

Affiliation \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Phone ( ) \_\_\_\_\_

Arrival Date \_\_\_\_\_

Month Day Time

Departure Date \_\_\_\_\_

Month Day Time

Type of accommodations (circle one): double single

\_\_\_\_\_ Number of individuals sharing room

**Please enclose first night's deposit to guarantee your reservation. Deposit is refundable if cancellation is received 48 hours prior to arrival day. All room rates are subject to applicable taxes.**

Card Holder's Name \_\_\_\_\_

Credit Card Type \_\_\_\_\_

Credit Card Number \_\_\_\_\_

Expiration Date \_\_\_\_\_

Signature \_\_\_\_\_

**MAIL DIRECTLY TO:**

**St. Louis Marriott Pavilion Downtown  
One Broadway  
St. Louis, Missouri 63102**

Check In Time 4:00 p.m. Check Out Time 12:00 p.m.

Phone: (800) 831-4004

(314) 421-1776

Fax: (314) 331-9269

# UCEA CONVENTION '98

Educational Excellence: The Leadership Imperative  
October 30—November 1, 1998

## Advance Registration *(may be photocopied)*

**PLEASE FILL IN COMPLETELY**

**BADGE INFO**

Name \_\_\_\_\_  
 Affiliation \_\_\_\_\_  
 Address \_\_\_\_\_  
 City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_  
 Phone (\_\_\_\_) \_\_\_\_\_ FAX (\_\_\_\_) \_\_\_\_\_

**PLEASE CIRCLE ONLY ONE REGISTRATION**

**REGISTRATION**

	before October 3	after October 3	
<b>UCEA Member University</b>			
• Faculty Registration .....	\$55	\$65	
• Graduate Student Registration .....	\$20	\$25	
<b>Non-UCEA Member University</b>			
• Faculty Registration .....	\$70	\$80	
• Graduate Student Registration .....	\$20	\$25	
• One-day Registration .....	\$40	\$45	
			..... \$ _____ Registration Total

**PLEASE FILL IN APPROPRIATE SELECTIONS**

**OTHER**

\_\_\_\_\_ # of Banquet Tickets needed @ \$30  
*(NOTE: Banquet Tickets may not be available on site.)* ..... \$ \_\_\_\_\_  
 Banquet Tickets Total

Voluntary contribution to National Graduate Research Seminar  
*(held at AERA)* ..... \$ \_\_\_\_\_  
 Contribution Total

**CHECKS SHOULD BE MADE PAYABLE TO "UCEA CONVENTION"** ..... \$ \_\_\_\_\_  
 TOTAL ENCLOSED

**Return check and completed registration form to: UCEA Convention '98, 205 Hill Hall, Columbia, Missouri 65211. Refund requests will not be considered after October 3, 1998.**

The first convention session begins at 8 a.m., Friday, October 30. The convention ends on Sunday, November 1 before 11:30.

### ARRIVAL TIMES

Executive Committee by noon, Wednesday, October 28  
 Plenum Representatives by noon, Thursday, October 29  
 Graduate Students by 8 a.m., Friday, October 30  
 Convention Participants by 8 a.m., Friday, October 30

### HOUSING & TRANSPORTATION

Participants are responsible for own transportation/housing.

\_\_\_\_\_ Check here if you would like your name on a list of individuals interested in sharing hotel accommodations. You must register prior to September 30, 1998, to be included.

# 1998 IIP: Barbados

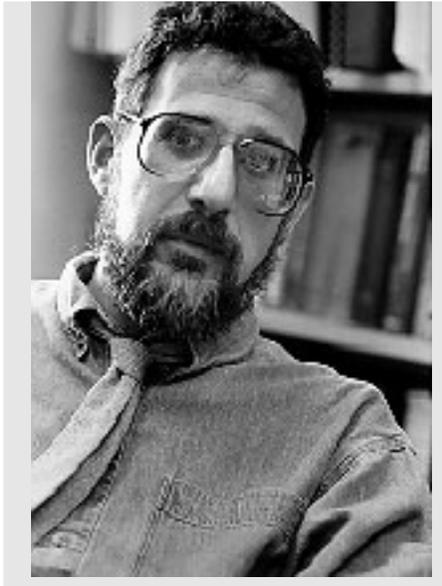
*Stephen L. Jacobson  
State University of  
New York at Buffalo*

Although attendance was disappointingly low, spirits were high at the opening ceremonies of the International Intervisitation Programme (IIP) held at the Shelbourne Conference Centre in St. Michael, Barbados. This ninth quadrennial edition of the IIP ran from Monday April 27, to Saturday May 2, 1998. Unfortunately, the low attendance forced the cancellation of the second leg of the conference, which was to have been held in Trinidad - Tobago the following week.

At the opening ceremonies twenty-eight overseas delegates, including three from the U.S. (Robert Stevenson, SUNY/ Buffalo, William Greenfield, Portland State and myself), were joined by approximately fifty Barbadian ('Bajan') educators, including faculty from the University of the West Indies and members of the Caribbean Society for Educational Administrators, to hear MIA Mottley, Minister of Education, Youth Affairs and Culture outline her nation's plans for EduTech 2000, a comprehensive program that will infuse technologies into all of the Barbados' public schools over the next five years.

Acknowledging that at a cost of 300 million Barbadian dollars (approximately \$150 million in US currency), EduTech 2000 was a significant undertaking for a small island state, Minister Mottley defended the plan by articulating its five key objects: (1) making teaching more child-centered; (2) increasing the productivity of teachers; (3) motivating children to greater learning; (4) shifting education and the island's economy from an industrial to a knowledge and service base; and, (5) making children more sensitive to their responsibilities to the environment, their families, community, country, and themselves.

The Minister's address, which was widely reported in the local media, set the tone for the conference. Many of the subsequent presentations and discussions focused on the scarcity of resources and other problems confronting small island states.



*Jacobson represented UCEA at the Barbados meeting*

For example, in his presentation "Reconceptualizing Educational Leadership in Tough Times for Small Island States," Fentey Scott of Lakehead University in Ontario, Canada, examined the "management of intimacy," an intriguing contextual problem that educational leaders in small island states face because they have to govern in societies where "everyone knows everyone else."

Other invited presentations addressed such topics as higher education in smaller states, particularly the need to make post-secondary education more inclusive and not just a privilege of the elite; the role of technical and vocational education in the Caribbean's economic development; and, the need for the arts within the context of a lifetime of education.

As is the tradition with IIP, this year's conference was a mix of keynote addresses, paper presentations, social events and school visitations. Among the social highlights were the marvelous performances of the student dancers, singers and steel drummers at the cultural presentation that opened the conference; a reception held by the Minister of Education at the "Tyrol Cot," the former residence of Barbados' first Premier, Sir Grantley Adams; the conference banquet which was held at the Barbados Museum, where we saw a presentation of "1627 and All That," a tribute in music and dance to the island's history; and a day-long tour and picnic that brought us to numerous historical and scenic sites on this beautiful island nation.

In terms of visitations, the overseas delegates could choose among different sites and level of instruction. I opted to visit St. Mary's primary school in Bridgetown, Barbados' capital city. This school, in one of the city's poorest neighborhoods, has been selected to serve as one of fifteen demonstration sites for EduTech 2000. The opportunity to observe roughly 20 first and second graders working independently in the school's new computer lab, a facility with state-of-the-art amenities that stood in stark contrast to the rest of the school's resources and surrounding environs, gave us a chance to witness first-hand just how ambitious a plan the Minister has proposed. I also had the chance to visit a public secondary school considered by most to be among the finest on the island. What caught my attention at the school was its outstanding fine arts program, which exhibited some of the finest student paintings and pottery I have ever seen.

At the final dinner of the conference, the overseas delegates had a chance to thank our gracious Bajan hosts, especially Earle Newton of the University of the West Indies, Cave Hill, and Maureen Yard of the Caribbean Society for Educational Administrators, for a job well-done. And though our numbers were small, the representation was quite broad with conferees from Australia, the Bahamas, Canada, Cyprus, England, India, Jamaica, Mauritius, New Zealand, Sweden, Trinidad and Tobago, Uganda, the United States, and Zimbabwe. I think it is fair to say that a very good time was had by all.

Perhaps the only discouraging news I have to report is that, to date, there have been no formal proposals to sponsor the next IIP in 2002. To address this, the Commonwealth Council for Educational Administration and Management (CCEAM), at its executive board meeting held in conjunction with IIP '98, established a committee, to be chaired by Ed Hickcox, recently retired from OISE, that will solicit proposals for future IIPs and CCEAM regional conferences. The next CCEAM regional conference, which will examine "Community Building in a Global Context," is scheduled for September 10-14, 2000 in Hobart, Tasmania, Australia. Interested parties can receive more information from the website of the Australian Council for Educational Administration at: [www.acea.edu.au](http://www.acea.edu.au) or by sending e-mail to: [mail@design.com.au](mailto:mail@design.com.au). ❖

LAKOMSKI *continued from p. 1*

for example, fall out of the picture because of their tacit nature. To see why consider what is meant by symbol processing, the Physical Symbol System Hypothesis (PSSH), developed by Simon and co-workers. This hypothesis, a central concept of Artificial Intelligence, is not usually discussed within the administration literature, yet it is of fundamental importance because it encapsulates Simon's conception of human – and hence, administrative – rationality and intelligence, that of bounded rationality. In its briefest form, the thesis maintains that human knowledge and reason is defined by the ability to manipulate linguistic and quasi-linguistic symbols in the head (Newell & Simon, 1972; Simon 1990).

The thesis rests on the basic assumption that computers are able to simulate human cognition if suitably programmed with human like rules. Knowledge of the architecture of the biological brain was not required since such high-level cognitive processes as information processing, planning and problem-solving, believed to be all-important in administrative decision-making, were too far removed from basic neuronal processes to warrant specific attention. According to Simon, despite considerable success over the past thirty years, some problems have not been resolved. While it is undoubtedly the case that humans do process symbols, how the brain actually accomplishes that is, in his view, still in need of explanation. It is also acknowledged that there are computational limits to information processing both in terms of processing speed and memory sizes. Not to put too fine a point on it, serial processing computers simply seem unable to simulate what humans accomplish naturally. Newell, Rosenbloom and Laird (1996, p. 127), co-developers of this cognitive perspective, are quite clear on what their research program has yet to achieve, i.e. an explanation of 'acquiring capabilities through development, of living autonomously in a social community, and of exhibiting self-awareness and a sense of self ...'; (2) how to square their cognitive architecture with biological evolution which puts a premium on perceptual and motor systems; and (3) how to integrate emotion, feeling and affect into cognitive architecture: in other words, all the things that make humans human!

These comments show clearly the boundary drawn between cognitive architecture and the world although the exact drawing of it is accepted as problematic. On the background of such cognitive assumptions as the above, it is not surprising that little light was able to be shed on administrative practice. Simon's cognitive model precluded that by its own definition.

Recently, however, evidence has been

mounting that our brains are much more than symbol processors, and that human cognition is far more diffuse, subtle and serendipitous than the orderly account offered by the Physical Symbol System Hypothesis. We are excellent at pattern recognition while serial processing computers are not; while the latter are excellent at flawless chains of reasoning, we are less so; but more importantly, the fact that we can make sense of different situations quickly by drawing on the relevant information, and that we select just that information from amongst all our previous experience which is appropriate in the circumstance, far exceeds the capacities even of the fastest super computer. Add to this that while we are slower thinkers than a computer, we still manage to solve a basic cognitive task faster. All of this means that it is impossible to write rules for a computer which could model what we accomplish routinely: from driving to work, to running a school, teaching class, writing a paper, or, being an administrator.

Of course we have known for a long time that we are capable of more than processing symbols such as language or crunching numbers, an awareness evident in such traditional distinctions as those of theory and practice; 'knowing that' and 'knowing how' or tacit and propositional knowledge. But since the symbol processing view, also called the sentential paradigm, provided the standard account of human cognition, skilled performance, such as good teaching or being an effective administrator, could not be explained. It is then no wonder that explaining 'rationality without optimization', Simon's term for describing the accomplishment of everyday cognitive tasks beyond the capabilities of the computer, remained a mystery - until recently.

#### **Reason: Naturally Distributed**

The credit for finding out about the fine-grained neurological detail of how humans acquire knowledge and process information, including an account of symbol processing, goes to contemporary cognitive science, especially that branch known as connectionism, or the neural net account of brain functioning (e.g. Churchland and Sejnowski, 1994). In so far as artificial neural nets attempt to model real brain functioning characterized by massive interconnectivity and parallel distributed processing, and in so far as nets can program themselves without the benefit of rules artificial neural nets can be said to provide a more productive framework for understanding human cognition.

Briefly, information and knowledge in connectionist systems is actively represented in the weights between the nodes which make up a pattern of activation.

Learning in such a system consists of having the weights changed (see Evers and Lakomski 1996, ch. 9 for further explanation). Activation of a representation can take place when a sufficient number of its nodes is activated. The same representation may be brought about by the activity of different nodes on different occasions. It is also a feature of connectionist systems that representations can complete themselves when only a few of their nodes are active. Patterns of activation are not stored in the manner of data structures, however. When the information is not actively in use there is no pattern in the system; the role of symbol in a connectionist system is played by a pattern of activation. Pattern recognition is indeed a central cognitive function and more fundamental than the rule-based processing presumed to be the premier feature of cognitive work.

Other important features of artificial neural nets are that there is no central processor or 'teacher' which determines how the system functions as a whole since connections between nodes are local. There is no one place in the system which knows what the system is doing as a whole, and what goes on in one part is independent from other parts. A neural net nevertheless does represent content across the system when it is in a particular state, and it can be said to have stored knowledge in the connection weights between its nodes. Networks are thus capable of internal representations, only such representations are not symbolic, they are certain patterns of activation.

This does not mean that symbolic representation has no role to play. As Smolensky (1988, p. 153) notes, formalized knowledge serves several important functions: (1) it is publicly accessible; (2) different people can check its validity thereby attesting to its reliability or otherwise; and (3) its formal character, logical rules of inference, means that it is universally applicable and that people need not necessarily have to have experience in the actual domain to which it applies. Knowledge formalization at the cultural level, however, differs significantly from that of the individual in that it is neither publicly available nor completely reliable; it is also dependent on ample experience.

#### **Administration as Cognitive Cultural Practice**

How do we get from one mind/ brain to many, and from there to context and culture which, on the face of it, seem to be qualitatively different and separate domains?

The short answer to a very complex question is that recent work in cognitive science has begun to address the issue of

*LAKOMSKI continued on p. 10*

# Forsyth To Step Down As UCEA Executive Director In 2000



*UCEA Executive Director early this year. He has announced his resignation from this post effective July 1, of the year 2,000, at which time he will have completed over 15 years of service to the Consortium. He talked with Review Editor Shane Mountjoy about his years in the UCEA directorship.]*

## **What has changed at UCEA since you first assumed responsibilities as director?**

A great deal. The world has changed a great deal since 1985. UCEA had a small clerical staff and one graduate assistant in 1985. We had no computers, of course. Computers have allowed small organizations like UCEA to become much more effective and efficient in reaching their intended audiences. In 1985 UCEA had about \$160,000 remaining in its investment account and very little in the way of program activity. Its primary asset was the loyalty of scholars who had benefited and contributed to the consortium in the past. Today we have a set of program activities that occur each year, such as the Convention, the David L. Clark Graduate Student Research Seminar, several recognition programs, internet services, better liaison with other national associations through the National Policy Board. Over the last 15 years we have had several

very significant grants to support increased program activity. My biased view suggests that the consortium is much better off now—and that we made some right decisions about focusing the few resources we had and recommitting ourselves to the dual mission of improving knowledge and preparation for this field.

## **What changes have you seen in the field of Educational Administration?**

In 1985, most UCEA member universities had a “Department of Educational Administration,” and these departments had a working relationship with UCEA. In the years that followed, for reasons I never quite understood, schools of education reconfigured, usually merging educational administration with other specialties, some of them not very like educational administration. The consequences of this single trend have been very problematic for UCEA, and, I think for people who want to come to the university to become educational administration practitioners. There is evidence that the professorial time devoted to preparing school administration practitioners has dwindled to almost nothing at some, perhaps many UCEA universities. Ironically, this has happened as the nation faces a shortage of qualified, licensed individuals willing to lead our schools. I’m guessing that many who show up at research universities intending to prepare for professional careers in school administration do not feel much kinship with those who represent the educational administration preparation programs they hope to enter.

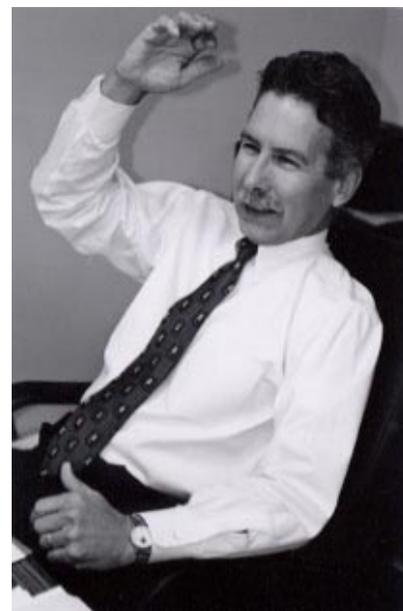
There has been a great deal of effort devoted to improving educational administration preparation. Cohort approaches to preparation and state and national standards adoption stand out. It’s not yet clear that the net effect of these changes has been positive. We have largely ignored our responsibility to evaluate our innovations. I think societal changes, as well as decisions of states and universities, suggest a very turbulent future for educational administration programs housed in research universities. UCEA and its member faculty need to elicit the attention and support of education deans who have given their attention to teacher education for

more than a decade. **How many universities were members of UCEA in 1985 when you first came on board?**

I believe membership was at an all-time low in 1980 with 44 member universities. By 1985 it was up to 46 members. The current membership is at a 20 year high of 56, with the recent additions of William and Mary and the University of Arkansas. There are a couple of fine universities in the process of joining or rejoining at this time, so the trend is clearly upward. To some extent, this interest in the consortium can be read as an indicator of the health of the consortium.

## **What has been the most enjoyable aspect of this position?**

In terms of accomplishments, clearly securing the funding for and managing The National Commission on Excellence in Educational Administration stands out. I had the great pleasure of working closely with Dan Griffiths and an exciting group of commissioners, including the then Governor Clinton, Al Shanker, Judy Lanier, Paula Silver, Martha McCarthy, Cecil Miskel and many others. The National Commission report *Leaders for America’s Schools*, has, I believe, had some significant and enduring positive effects on our profession, for which it became a kind of benchmark. Other very satisfying accomplishments include successfully establishing the UCEA convention as a respected professional conference, securing the continuation of an annual graduate student research seminar, getting the national professional associations to agree to join The National Policy Board for Educational Administration, getting the Project on Knowledge and Research (Primis) mov-



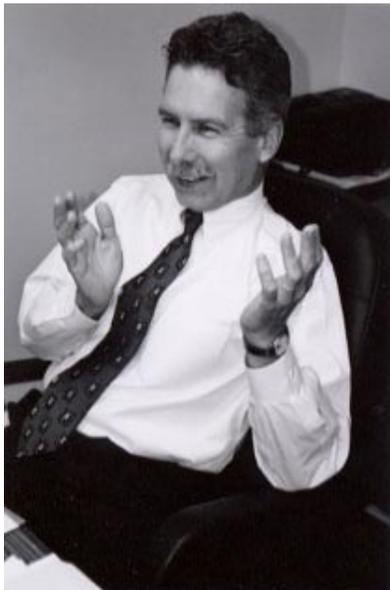
ing, and completing the Danforth sponsored Urban Initiative.

The "Agenda for Reform" project that I chaired for NPBEA gave me another set of terrific friends and scholars like Terry Astuto, David L. Clark, James W. Guthrie, Wayne K. Hoy, Joseph Murphy, Karen, Seashore Louis, and Charol Shakeshaft, all of whom continue to lead this profession.

On reflection, it's hard to know what UCEA would have been like if someone else had been its director for the last 13 years. I would like to believe that some of my strengths have helped to make it strong. No doubt, some of my weaknesses show up too. That's a good reason for not staying too long. I never thought I would stay this long, but somehow the years turned into a decade and more.

I have had the opportunity to work with some terrific people. The graduate assistants who worked for UCEA have been my staff, my confidants, and friends. Many of these have gone on to become professors and hold other positions of leadership in education. I would like to think that UCEA and I helped them on their way. While their main purpose was to complete an advanced degree, these people served me and UCEA with loyalty and ability.

It has been a great honor to serve my profession as UCEA director, an opportunity for which I shall forever be grateful.



#### **What do you plan on doing in the next millennium?**

I haven't yet given this much thought—there's still a little time. I don't intend to limit the possibilities. My sons are just approaching adolescence—I want to be a presence during their metamorphosis. My guess is that my professional interests in education, which began when I started teaching in New York City in 1969, will continue to shape my career. A great many things can change and happen in two years. ❖

#### **What do you believe to be the greatest challenge(s) to UCEA in the future?**

In this world, small organizations like UCEA need constantly to invent themselves, while holding on to the good things in their histories that connect them to peoples' lives and culture. Finding the balance between what it means to prepare individuals to be practitioners and what is important about scholarship continues to be our challenge. Research universities are prone to extremes on this question: "If educational administration can't be about scholarship, then let's just deliver the programs on the internet" they seem to say. The tension between practice knowledge and technical knowledge spans the entire history of the modern professions. What we need is balance.

#### **What advice would you like to give to the next director of UCEA?**

I used to joke that the thousands of research studies on leadership could be summarized for those who would lead in the words: "Be nice and do stuff." That's about as specific as I want to get.

### **Building a Career: Fulfilling the Lifetime Professional Needs of Principals**

by David A. Erlandson

The purpose of this study is to explore the professional needs of principals at various stages in their careers. Professional needs, however, cannot be completely separated from personal needs; the two are inextricably intertwined. While the former needs constitute the primary motivation for this publication, they must be viewed as interactive with the personal development of the principal.

#### **Other available NPBEA Monographs**

##### **Educating Democracy: The Role of Systemic Leadership**

by Gary M. Crow  
and Robert O. Slater

##### **Gender and Politics at Work: Why Women Exit the Superintendency**

by Marilyn Tallerico,  
Joan N. Burstyn,  
and Wendy Poole

Copies cost \$8.00 including shipping and may be ordered from the National Policy Board for Educational Administration, 205 Hill Hall, Columbia MO 65211.

## *UCEA Welcomes Two Universities*

The University Council for Educational Administration would like to extend a warm welcome to its two most recent members, the **University of Arkansas** and the **College of William and Mary**. UCEA now has 56 member universities.

The University of Arkansas' Department of Educational Leadership, Counseling, and Foundations rejoins UCEA with the following faculty: Mary Hughes, Christopher J. Lucas (chair), Kellar Noggle, Beverly Reed, Robert Reilly, and Martin Schoppmeyer (Plenary Session Representative).

The Educational Policy, Planning, and Leadership Program Area at the College of William and Mary brings its faculty members into UCEA; Roger Baldwin, Dorothy Finnegan, Robert Hanny, Thomas Goodale, David Leslie, James Patton, Evelyn Reed-Victor, James Stronge (who will serve as the Plenary Session Representative), Jan Rozelle, Joyce VanTassel-Baska, Christine Walther-Thomas, Brenda Williams, and James Yankovich.

If you would like information about admission criteria for UCEA please contact the University Council for Educational Administration at 205 Hill Hall, University of Missouri, Columbia, MO 65211.

# Changes In Administrative Licensure: 1991-1996

James R. Crawford  
UCEA Staff

This report charts the changes that have taken place in state educational administrator licensure requirements between 1991 and 1996.

In the last ten years educational reform efforts have focused on improving teacher preparation and increasing student achievement. There has been a parallel, but less visible, focus on improving preparation programs for educational administrators. Al-

most all educational reform reports have come to the conclusion that the nation cannot attain excellence in education without effective school leadership. While there are simultaneous efforts to improve university preparation and state license and license renewal systems it is becoming increasingly evident that the number of administrators currently being prepared is not sufficient to meet the growing need.

In the main, current licensure requirements for school administrators are based on skill and knowledge acquisition. Recently, licensure requirements in some states have begun to reflect more accurately the complexity of the school leadership role.

For this report, data from the 1991 and 1996 editions of the Manual on Certification and Preparation of Educational Personnel in the United States were compared. Two specific areas of administrator licensure were examined: Initial licensure requirements, and renewal requirements. Some follow up calls were made to state certification agencies to clarify requirements.

To analyze licensure requirements the following data were compiled for each state: (1) degree requirements, (2) examination requirements, (3) teaching experience requirements, (4) term of initial licensure (5) university course work requirements (for renewal), and (6) non-university course work. A table of summary changes was compiled to facilitate a trend analyses. The following 5-year trends emerged: (1) 24 states had made no changes in initial licensure requirements, (2) seven states either added, changed or quit using a specific examination, (3) two states added an examination requirement, (4) four states implemented some form of performance assessment, (5) four states changed the term of the initial license, (6) two states changed the required amount of teaching experience, and (7) two states changed the length of the administrative internship.

Nine states made changes in or replaced the examinations required for initial licensure while at least four states adopted some form of performance assessment. Georgia abandoned the Georgia Teacher Certification Test for Administrators and adopted the Praxis exam series produced by Educational Testing Service (ETS). The Georgia Test had become outdated and costs of renorming the exam made adopting the

Praxis exam expedient. North Carolina replaced the National Teacher Exam (NTE) with the Praxis exam. In the last five years, Oklahoma changed its exam requirements from a general administration exam (covering K-12 administration) to a specific exam for elementary or secondary administrative licensure. Oregon moved to a combination of exams including the California Test of Basic Skills (CBEST), Praxis I: Pre Professional Skills Test (PPST) or Computer Based Academic Skills Assessments (CBT), and the National Teachers Examination (NTE). New York and Rhode Island have abandoned use of the NTE Core Battery of exams for

## 1991 Initial Administrative Licensure Requirements by State

State	Deg/crdt	Exam.	Exper.	Term
AL	MA	No	3 yrs	10 yrs
Ak	MA	No	3 yrs	5 yrs
Az	MA+	No	3 yrs	1 yr
AR	Spec	NTE	4 yrs	10 yrs
CA	5th yr	CBEST	3 yrs	5 yrs
CO	MA+	No cert.	5 yrs	5 yrs
CT	MA+18	No	5 yrs	5 yrs
DE	MA	PPST	3 yrs	5 yrs
FL	MA+	No	3 yrs	2 yrs
GA	MA	GATCT	3 yrs	5 yrs
HI	MA	No	5 yrs	1 yr
ID	MA	No	4 yrs	5 yrs
IL	MA+25	IL cert test	2 yrs	5 yrs
IN	MA/45 hrs	No	3 yrs	5 yrs
IA	MA	No	5 yrs	5 yrs
KS	Grad	No	3 yrs	
KY	MA	NTE	3 yrs	Life
		KY Test		
LA	MA	NTE	5 yrs	1 yr-life
ME	BA	No	3 yrs	5 yrs
MD	MA	No	3 yrs	10 yrs
MA	24 hrs	No	3 yrs	5 yrs
MI	MA	No	3 yrs	5 yrs
MN	Spec	No	3 yrs	2 yrs
MS	MA	NTE	1 yr	1 yr
MO	MA+24	No	App level	5 yrs
MT	MA	NTE	3 yrs	5 yrs
		Core		
NE	Spec	Bas skill	Licensed	10 yrs
NV	BA	No	3 yrs	
NH	MA	No	Licensed	3 yrs
NJ	MA	NTE		1 yr-life
NM	MA	NTE Core	Licensed	9 yrs
NY	BA+30	NTE Core	3 yrs	5 yrs
NC	MA	NTE		2 yrs
ND	MA	MA	4 yrs	2 yrs
OH	45 hrs	St exam	3 yrs	4 yrs
OK	MA	St exam	2 yrs	2 yrs
OR	MA	No		2 yrs
PA		No	5 yrs	3 yrs
RI	MA+24	NTE Core	3 yrs	3 yrs
SC	2 yr (pBA)	NTE	3 yrs	5 yrs
SD	MA	No	2 yrs	5 yrs
TN	MA	No	3 yrs	10 yrs
TX	MA	No	2 yrs	Life
UT	MA/55 hrs	No	2 yrs	3 yrs
VT		No	3 yrs	2 yrs
VA		No	1 yr	5 yrs
WA	Grad	No	180 days	7 yrs
WV	MA	No	3 yrs	3 yrs
WI	MA	No	3 yrs	5 yrs
WY	MA	No	3 yrs	5 yrs

Table 1

## 1996 Initial Administrative Licensure Requirements by State

State	Degree	Exam.	Exper.	Term
AL	MA	No	3 yrs	10 yrs
AK	MA	No	3 yrs	5 yrs
AZ	MA	No	3 yrs	1 yr
AR	Spec	NTE	4 yrs	10 yrs
CA	5th yr	CBEST	3 yrs	5 yrs
CO	BA	PLACE	3 yrs	3 yrs
CT	MA+18	No	50 mos	1 yr
DE	MA	PPST	3 yrs	5 yrs
		Praxis		
FL	MA+	No	3 yrs	2 yrs
GA	MA	Praxis II	3 yrs	Renew.
HI	MA	No	5 yrs	1 yr
ID	MA	No		5 yrs
IL	MA+25	IL cert test	2 yrs	5 yrs
IN	MA	No	5 yrs	5 yrs
IA	MA	No	5 yrs	5 yrs
KS	Grad	No	3 yrs	
KY	MA	NTE	3 yrs	1-4 yrs
		KY test		
LA	MA	NTE	5 yrs	2-life
ME	BA	No	3 yrs	5 yrs
MD	MA	No	3 yrs	5 yrs
MA	MA	No	3 yrs	5 yrs
MI	MA	No	3 yrs	5 yrs
MN	Spec	No	3 yrs	2 yrs
MS	MA	NTE	3 yrs	5 yrs
MO	MA+24	Assess.	App. level	5 yrs
		Ctr.		
MT	MA	NTE Core	3 yrs	5 yrs
NE	Spec	Basic skill	licensed	10 yrs
NV	BA	No	3 yrs	
NH	MA	No	licensed	3 yrs
NJ	MA	NTE		1yr-life
		Perf Assess		
NM	MA	NTE	licensed	9 yrs
		Perf Assess		
NY	BA+30	No	3 yrs	5 yrs
NC	App prog	Praxis		2 yrs
ND	MA	No	4 yrs	2 yrs
OH	45 hrs	St. exam	3 yrs	4 yrs
OK	MA	St. exam	2 yrs	2 yrs
OR	MA	CBT, NTE	3 yrs	2 yrs
		CBEST, PPST		
		PRAXIS		
PA	App prog	No	5 yrs	3 yrs
RI	MA/36 hrs	No	3 yrs	3 yrs
SC	MA	NTE	7 yrs	5 yrs
SD	MA	No	2 yrs	5 yrs
TN	MA	NTE Core	1 yr	
TX	MA	No	2 yrs	Life
UT	MA/55 hrs	No	2 yrs	3 yrs
VT	App prog	No	3 yrs	2 yrs
VA	MA	No	3 yrs	5 yrs
WA	MA	No	180 days	7 yrs
WV	MA	No	3 yrs	5 yrs
WI	MA	No	3 yrs	5 yrs
WY	Adv prog	No	3 yrs	5 yrs

Table 2

*Examinations Used by Various States/NASDTEC 1996*

State	NTE Core Ed Adm	NTE	CBEST	PLACE	St. exams Series (ETS)	Praxis
AR		X				
CA			X			
CO				X		
DE						X
GA					X	
IL					X	
KY	X	X			X	
LA		X				
MS		X				
MT	X					
NE				X		
NJ		X				
NM	X					
NC						X
OH					X	
OK					X	
OR		X	X			X
SC		X				
TN		X				

NTE - National Teachers Examination  
 CBEST - California Basic Education Skills Test  
 PLACE - Program for Licensing Assessments for Colorado Educators  
 State Exams - Individual State Exams  
 Praxis Series - Educational Testing Service Includes Computer Based Testing (CBT) and Pre-Professional Skills Test (PPST).

Table 3

licensure requirements. Conversely, Tennessee has added the NTE as a requirement for initial administrative licensure. Colorado and Delaware added the PLACE exam and the Praxis Exams respectively.

Currently 19 states require administrators to take at least one of 5 different exams for licensure. Of those, eleven states use the NTE and three require the Core Battery Section. Four states are using at least one series of the Praxis exam and five states are administering some form of a state exam. It should be noted that while most states require an acceptable score on these exams for licensure purposes, some preparation programs may use the exams as entrance requirements. Based on the information available in the NASDTEC manual, it is not clear why states opt for one exam as opposed to another. Costs associated with exam development, legal issues, and reform efforts are factors influencing these state decisions influencing the behavior of the states. The Interstate Leadership Licensure Consortium (ISLLC) commissioned ETS to develop an examination which is based on reform standards. It was developed and field tested last year and is now in use in 25 states. ISSLC's primary constituency is the state education agencies responsible for administrator licensing. This information could not yet be found in the NASDTEC Manual

As of 1996, five states had some form of pre-service performance assessment in place for school administrators. Florida and Ha-

waii have had a performance assessment system in place for at least five years while Missouri, New Jersey and New Mexico have added one over the last five years. Candidates seeking administrative licensure in Wyoming must meet knowledge and skills competencies per Wyoming Standards. Virginia has made the most dramatic changes in the way administrators are prepared. In order to be licensed as a school principal the demonstration of the following competencies must

be met: (1) leadership skills, (2) development and management of budgets, (3) knowledge of school law, (4) human relations skills, (5) supervision of instruction skills, (6) personnel management and development, (7) public relations skills, (8) decision making skills. Most states require several years of teaching experience (mode=3 years, range=1-7 years) to become eligible for an initial administrative license. Three states have increased the teaching experience requirement in the last five years. Connecticut has changed the requirement from five to six years, Indiana has gone from three to five years, and South Carolina has changed the requirement from three to seven years.

The initial administrative license is usually issued for a certain period of time often for a period of five years or fewer. In order to renew the initial license, an internship and additional course work are often required. Three states, Louisiana, New Jersey, and Texas are still offering lifetime licenses as of 1996. The distinction is

that New Jersey has a one year residency requirement and administrators in Louisiana must complete a two year internship program. In effect, if a newly licensed administrator takes a position in New Jersey and holds it for one year the license is upgraded to lifetime status.

Louisiana, along with Kentucky, has changed the internship requirements for the initial administrative license. In Louisiana, if a candidate has had five years of teaching experience, a masters degree and a score of 620 on the Educational Administration Supervision area exam of the NTE, he or she may be hired as a principal. Upon employment as a principal, the individual must enroll in the two year principal internship. Upon satisfactory completion of the program a standard endorsement (for life) is issued (NASDTEC MANUAL, 1996). Kentucky offered a lifetime certificate in 1991 but, now offers an initial one year certificate which is renewable to four years after successful completion of the internship period.

Once an administrator is initially licensed and is working as a principal, a combination of experience and university course work over a finite time period (usually six semes-

*Trends in Administrator Licensure Requirements 1991-1996*

Trends	# of States	States
No change	24	AL, AR, CA, FL, HI, ID, IL, IA, KS, ME, MI, MN, MT, NE, NV, NH, ND, OH, PA, SD, TX, UT, VT, WI
Exam changed (see notes)	7	GA, NY, NC, OK, OR, RI, TN
Exam added	2	CO, DE
Perform. Assess. added	4	MO, NJ, NM,
Initial Licensure term changed	4	KY, MD, MS, WV
Req. teaching exp. changed	2	IN, SC
Length of Internship changed	2	LA, KY
Standards based Programs*	1	WY
Restructured Programs**	1	VA

\*Wyoming - A candidate for principal licensure must complete a state program and meet the knowledge, skills and competencies as required by Wyoming standards.  
 \*\*Virginia - Completion of an approved ["restructured principal preparation program in Virginia"] which includes a full-time internship. The internship must be a minimum of 90 days in length under the joint supervision of a university faculty member and an appropriate school administrator, preferably the building principal.

Table 4

ter hours of course work over five years) is sufficient for renewing the license. However, some states have implemented or have had in place a performance assessment. Colorado, New Hampshire, and New York have implemented Assessment programs in the last five years. New Mexico has had some form of assessment for more than five years. Tennessee and New Mexico and Hawaii require a positive local evaluation for licensure renewal.

Educational Administration Preparation Programs may take note of some of these changes. It appears that more states are leaning toward performance based assessment programs. The data show that at least six states are now using performance assessment as a way of evaluating the competencies of licensed, practicing administrators. These testing approaches are very different from knowledge based examinations currently being used in a number of states for initial licensure.

Licensure exams are increasingly tied to state and national standards and measured in ways that come close to simulating performance. Moreover, the trend is in the direction of periodic licensure renewal rather than permanent licenses. These renewals are often tied to performance portfolios. In the future the comparison of performances by the institutions of preparation should be possible - certainly at the state level and possibly at the national level. ❖

*LAKOMSKI continued from p. 5*

culture as a human cognitive process created and recreated both inside and outside of people's minds. For much longer answers see Hutchins (1996), Clark (1997), Strauss & Quinn (1997). The development of 'embedded cognition' in connectionist science has a parallel in research underway in cultural anthropology and ethnography which might loosely be called 'situated action' (e.g. Tobach et al, 1997; Lave & Wenger, 1991; Resnick, Levine & Teasley, 1991; Rogoff & Lave, 1984).

These detailed ethnographic studies describe 'thinking at work' as it is displayed in ordinary work activities. Expert performance in work-related problem-solving seems characterized, as Scribner (1997, pp. 375-379, in Tobach) reports, by diversity of solution modes: being 'finely-tuned to the properties of the external, material environment and to changing conditions within it, i.e. being able to utilize resources effectively. Such performance also seems to employ a strategy of 'least effort', a psychological reorganization of the steps involved in a task so that it can be accomplished with fewer steps, and it depends on specific knowledge of the workplace and its associated things and activities. Skilled practical thinking emerges as a 'dynamic, interactive cognitive system that departs in significant respects from the models of problem-solving proposed by information-processing theorists' (Scribner, 1997, p. 380, in Tobach). What emerges from these studies is that practical knowledge is distributed both across individuals but also across symbolic and social-institutional structures and objects. Cultural and contextual features are thus an integral part of cognition rather than mere 'add-ons'.

Cognitive science for its part tells us why this is so. Human cognitive capacity and computation power is limited, and many problems are just too complex for one individual mind; the reduction of individual cognitive load by 'out-sourcing' is the solution we have developed (Clark, 1997) to solve this problem. Organizations are good examples of such efficient distribution of cognitive labor. External structures are quite literally extensions of our minds. The collective computations of external structures in turn exhibit their own special dynamics and properties which then react back onto, and shape, individual cognition in reciprocal interaction. What goes on is a kind of computational bootstrapping through the interactions of our basic pattern-completing abilities with complex and well-structured environments. In this context, linguistic artifacts, including ever important administrative rules, regulations and policies, play the part of other external cognitive structures. They help us reshape some cognitive tasks into formats with which we can cope better given our computational limitations. The role and

function of language thus goes far beyond that of communication in that it saves us from time-consuming and intensive internal computation by access to culturally achieved representations such as public language. It is a kind of externalized collective memory inscribed in written texts and other symbolic forms which serve as cognitive shorthand in navigating the environment successfully.

Considering Greenfield's first point about the modest contribution of organization theory to administrator training, this verdict applies to a hypothetico-deductive account but loses its point in relation to naturalistic coherentism. Our new science is contingent on local conditions, gets developed from the bottom up, and is firmed up only after and not before empirical investigation. Theory, since it is not hypothetico-deductive in structure, does not force reality into its frame but reality provides a check on theory through the application of coherence criteria of evidence (Evers & Lakomski, 1996) Given the above account of language, organization or any other theory of use in the training of administrators, provide cognitive resources which have to prove their mettle in concrete practical situations. Naturalism is neither prescriptive nor does it make claims to generalizability in an a priori manner. In these respects, too, it differs from the hypothetico-deductive account.

Secondly, the demand to become more familiar with specific organizations and their problems, to develop a stronger clinical base, and to have theoreticians and practitioners work together more closely can be satisfied by coherentism. Its web-like structure advocates specificity and local context over generalized hierarchical claims which proceed on the assumption that 'one size fits all', thereby distorting the very nature of local context which shapes practical knowledge. The consequence of such attention to local context is that the question of a generalized account for administrator training may not be achievable, at least not in a form we would currently recognize. The generality/specificity issue is a very complex one which can only then be answered when we know more about culture as cognitive process.

Furthermore, since naturalistic theory makes no epistemological distinction between practitioner and theoretician knowledge because our brains don't, the grounds for cognitive collaboration are epistemologically equal although there will always be differences in the specific experiences, or 'weight spaces', individuals have accumulated.

What, then, is gained from these seemingly abstract considerations for the preparation of administrators? Most importantly, we now have a causal account of how good practice is accomplished, both from the neural net account which shows that human reason is much broader than symbol process-

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ing, and from cognitive anthropology and situated action perspectives which provide us with detailed ethnographic accounts of how thinking in everyday contexts is 'constructed.' One obvious methodological consequence is that 'leader watching' or ethnographic studies of administrators provide a good starting point to detail their cognitive work. Such ethnographic studies would also include close attention to the structural and other symbolic features of the school or school district since these are part of the cognitive fabric in which administrators not only do their work but which determine in some sense how they interpret their particular location and task.

Aspiring administrators should also continue to go to college since theoretical work, as outlined above, especially if it offers a wide and up-to-date range of theories pertaining to education more broadly, can provide experiences in the sense in which theories were described earlier as formalized knowledge.

Finally, would-be administrators should have the opportunity to learn 'on the job' and undergo some kind of clinical placement. Being immersed in a particular school where they 'shadow' an administrator is, after all, only commonsense! As a matter of fact, most of my 'prescriptions' are, and it might be objected that I bring out some rather heavy machinery in order to end up with stating things we already do anyway. And that is the operative word: do. Given the causal neural net account of cognition which is rapidly progressing into explanations of cultural cognition, connectionist science, and naturalistic coherentism, is able explain what we have learnt 'by experience'. We do the things we do precisely because we are the kind of cognitive creatures we have become. Being able to explain what we do naturally is the best possible way to maximize our capacities – whether that is playing the piano, learning to type, or running a school. The fact that the practical suggestions which emanate from this theoretical position seem congruent with many things we already do is rather an empirical king hit, for what better evidence could there be for having got it right?

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## Call for Papers and Proposals

The American Education Finance Association (AEFA) invites interested parties to submit proposals for papers, large and small group sessions including symposia, and poster sessions, for presentation at the Association's annual conferences to be held at the Madison Renaissance Hotel in (Downtown) Seattle, Washington, March 18-21, 1999.

The theme of this year's conference is "Examining School-based Funding and Resource Allocation." We invite papers and group sessions that address the multiple perspectives embedded within this topic. For example, topics might include:

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As always, we also welcome proposal submissions that address other areas of interest in school finance research, theory, policy, practice and/or teaching.

Please send abstracts **of no more than 300 words** to AEFA President-elect, Stephen L. Jacobson by October 30, 1998.

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Proposals for posters, large and small group sessions and symposia should specify (a) the organizing topic, theme or issue; (b) the sponsor (if there is one); and (c) participants and their individual contributions to the session.

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