An investigation of the administrative functioning and educational leadership of Henry Pendexter Emerson, Buffalo school superintendent, based on selected theories of educational administration.

John Edward Sturm

University of Massachusetts Amherst

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AN INVESTIGATION OF THE ADMINISTRATIVE FUNCTIONING AND EDUCATIONAL LEADERSHIP OF HENRY PENDEXTER EMERSON, BUFFALO SCHOOL SUPERINTENDENT, BASED ON SELECTED THEORIES OF EDUCATIONAL ADMINISTRATION

A Dissertation Presented
By
JOHN EDWARD STurm

Submitted to the Graduate School of the University of Massachusetts in Partial Fulfillment of the Requirements for the Degree of DOCTOR OF EDUCATION

February 1973
Major Subject: Educational Administration
AN INVESTIGATION OF THE ADMINISTRATIVE FUNCTIONING AND
EDUCATIONAL LEADERSHIP OF HENRY PENDEXTER ELMERSON,
BUFFALO SCHOOL SUPERINTENDENT, BASED ON SELECTED
THEORIES OF EDUCATIONAL ADMINISTRATION

A Dissertation

By

JOHN EDWARD STURM

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December 1972
(Month) (Year)
ACKNOWLEDGMENTS

The author wishes to express his appreciation to the following people who have helped in many significant ways to make this study possible:

To my wife, Jean, for her patience, encouragement, and understanding.

To my dissertation committee, consisting of Dr. Kenneth Blanchard, Chairman, Dr. David Flight, Dr. William Griffiths and Dr. William Kornegay, for their support, criticism and assistance.

To Dr. Susanne Cannan of the Buffalo Public School Department, Buffalo, New York whose earlier work on Henry P. Emerson made the present investigation possible and who was helpful and sympathetic throughout this study.

To Mrs. Patricia Warner for her considerable assistance in typing the manuscript.
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CHAPTER I
INTRODUCTION

The problem of providing effective administration and sound educational leadership in the large city school systems of the United States has always been a challenging one. At the present time as in earlier eras this task falls largely upon the Superintendent of Schools who stands as the chief administrative officer of the school system he serves.

City school systems, because of their size and the complexity of their operations, place exceptional responsibilities and requirements upon their Superintendents. Elwood Cubberley was well aware of this when he wrote:

His is the central office in the school system, up to which and down from which authority, direction, and inspiration flow. He is the organizer and director of the work of the schools in all of their different phases, and the representative of the schools and all for which the schools stand before the people of the community. He is the executive officer of the school board and also its eyes, and ears, and brains. ...The position of superintendent of schools in a modern city, if properly filled, is a full man's job, and calls for the best that is in a strong, capable, well-trained and mature man.1

The job of the city Superintendent of schools was no less challenging in Cubberley's time than it is today. In the late nineteenth century American cities were bursting at the seams as a result of waves of immigrants flowing to these industrial centers of a growing nation. States were passing compulsory education laws in this period and the

populations of city school systems were growing by leaps and bounds. The effect of the Kalamazoo Decision was to add a secondary school experience as part of the public school sequence and this required the building of new high schools. Curriculum change was becoming more pronounced with the insertion of course work in natural science, industrial arts, home economics, kindergarten, special education classes for retarded children and truant schools. Many city school systems established their own teacher-training schools to help prepare the qualified teachers they needed to staff their classrooms.

During this era from 1890 through 1920 the tasks of the Superintendent were complex and varied. How well they functioned as administrators and educational leaders in this early era often depended more upon their own inner resources and intuitive judgment than upon the application of formal theories of educational administration. That many of them succeeded admirably in their challenging roles has been well documented by Button and others.

Today the city school Superintendent's functioning and decision making take place in a setting complicated by such phenomena as disintegrating inner city ghettos, withering property tax revenues, racial strife and violence, rising crime and delinquency rates, increased teacher militancy, collective bargaining responsibilities and restrictions, and ever increasing public scrutiny of the schools and their programs. He is also expected to deal wisely with such serious educational and political problems as bussing to achieve racial balance.

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and the introduction of black studies as part of the school's curriculum. Indeed there is little doubt that today's school superintendent in order to survive must prove to be both an effective functioning administrator and an educational leader of a high order.

The present study involves itself in both of these aspects of the Superintendent's work. It does this with the realization that a considerable body of administrative theory has been developed over the years which permits investigation and examination of the things that good school Superintendents do. In this respect the chief school officer of today is more fortunate than his earlier counterpart. He is able to utilize sophisticated administrative theory as a working tool to help him perform his tasks. Nevertheless the suspicion lingers that much may be learned about the administrative function and process from investigations of those early "school men" who pioneered in the role of city school Superintendent. The present investigation has been instituted with these considerations in mind.

Background of the Problem

This investigation developed as a result of an interest in the careers of early chief school administrators who helped to establish American city school systems during the latter years of the nineteenth and early years of the twentieth century. The task faced by many of these early Superintendents was herculean as Butts and Cremin have pointed out:

It goes without saying that...the city school superintendency also grew in stature and complexity. The incumbent was often responsible for millions of dollars, thousands of students, and hundreds of teachers. Often, too, he was the center of struggles
between organized pressure groups for control of the schools. Obviously, the position called for men of high character, intellect and training.\(^3\)

One such man was Henry Pendexter Emerson, Superintendent of the Buffalo, New York public schools from 1893 until 1918. Preliminary research on Emerson disclosed that a historical study of his life and administrative career was completed by Susanne M. Cannan in 1967.\(^4\)

Emerson was an important "school man" of his era because of his long tenure in office and because of his reputation as a good administrator and educational leader. Much of Cannan's study documents Emerson's early life, academic preparation and political campaigns. He ran as a candidate for the superintendency six times in a city where the office was elective and each time was returned to office.\(^5\) Cannan concluded that Emerson was a "sincere, honest, economical, hard working superintendent who if he gave his word, carried out his promise."\(^6\) She also stated that he "dealt with many of the same types of problems that administrators are confronted with today."\(^7\) In general, Cannan concluded from her study that Emerson's career was a strong and beneficial


\(^5\)Ibid., p.271.

\(^6\)Ibid., p.272.

\(^7\)Ibid., p.227.
one for the city of Buffalo and its school department. She stated that "Emerson's influence in the shaping of the education program [in Buffalo] is evident today."8

The present study developed out of a desire to take another look at Emerson's work in terms of a number of recognized administrative theories.

Since his career spanned the period of the early twentieth century when the scientific management theories of Frederick Taylor came into vogue in the United States, this represents one perspective for evaluation.9 To what extent, in short, were Emerson's administrative actions and decisions based upon or influenced by the scientific management theories of the time.

Another important point of investigation for the study is to consider Emerson's administrative functioning from the standpoint of modern administrative theory. From this viewpoint another picture of Emerson's work might appear, based upon some of the more current administrative theories and constructs of a later period. This approach has also been incorporated into this study of Emerson's administrative work and is described more fully in Chapter III which deals with the design of the study.

If educational administrative theory is to be useful to scholars as Griffiths believes, it should serve as a guide to new knowledge.10

8Ibid., p.278.


It should also help to explain the nature of the thing under study, in this case the administrative functioning and educational leadership of Henry P. Emerson.\textsuperscript{11}

Purpose and Rationale of the Study

The purpose of this study is to examine the administrative practice of Henry Pendexter Emerson, Superintendent of the Buffalo, New York school system from 1893 to 1918. This study is undertaken as an extension of the Cannan study and is designed to investigate Emerson's administrative functioning and educational leadership. Griffiths, in his work, The School Superintendent, defines the term "function" as "anything an administrator does."\textsuperscript{12} This definition unless otherwise qualified will be utilized for purposes of this investigation.

This study was instigated because of the researcher's interest in attempting to examine and assess the administrative functioning and behavior of a school Superintendent of an earlier era. By holding his administrative performance up to the light of administrative theory of his own time as well as the more modern theories of a later period, much may be discovered. This is the rationale behind this investigation.

Many school administrators of the early nineteen hundreds have been portrayed as authoritarian efficiency experts and no doubt many of them were precisely that. Callahan has treated this theme extensively in a revealing work which deals with the impact of business management

\textsuperscript{11}\textit{Ibid.}, p.27.

practices on the schools of the United States during this period.13

Statement of the Problem

The present study seeks to examine the administrative functioning of Henry P. Emerson as disclosed by his acts and decisions, taken in context with a consideration of the environment in which he operated. Such a study may demonstrate that not all school administrators of this period succumbed to the dictum of "scientific management." However, the study has a further purpose: to show which administrative skills or methods were used most effectively by an early Superintendent such as Emerson throughout a long and active career.

As stated earlier, the investigation attempts to evaluate Emerson's administrative functioning from the standpoint of the most widely accepted theory of his day— the scientific management theories of Frederick Taylor.14 This body of theory had its widest acceptance in American schools from 1909 through 1925, a period which overlaps much of Emerson's administrative career in Buffalo.

Thereafter a modern theoretical administrative construct will be applied to Emerson's administrative functioning. The chief criterion for selection here was its applicability for use in a period of time seventy-five years ago, where documentation must come largely from written records rather than personal interviews or opinion polls. The principal modern administrative construct to be used in the study is an "admin-


14Taylor, Scientific Management, op.cit.
istrative grid" developed by Griffiths which classifies the actions and decisions of the administrator into various skill and content areas.\textsuperscript{15} The administrative grid is described more completely in Chapter III, the Design section of the investigation.

One final purpose of the study is to investigate Emerson's role as an educational leader. Lipham has drawn a distinction between the educational administrator and the educational leader.\textsuperscript{16} He defines the administrator as one who utilizes existing structures or procedures to achieve organizational objectives. The educational leader, on the other hand, is viewed as a person who initiates a new structure or procedure for accomplishing an organization's goals. One important aspect then of this investigation is to examine Emerson's work to determine where he functioned mainly as an administrator, and where he operated as an educational leader.

The study attempts to pursue the following major lines of investigation:

1. To investigate the administrative functioning of Henry P. Emerson and to assess its effectiveness in light of selected administrative theories (both early and recent).

2. To identify and utilize a theoretical construct which permits investigation of the administrative functioning of a school administrator of an earlier period.

3. To determine whether there is some pertinent knowledge


of administrative behavior which may be derived from a study of Emerson's administrative functioning which is relevant to the task of educational administration today.

This investigation will attempt to answer the following major questions:

1. To what extent was Emerson's administrative functioning affected by the scientific management theories of his time?

2. Based on modern administrative theories, what part of Emerson's administrative functioning would be considered enlightened and innovative for his time?

3. In terms of a modern administrative construct as exemplified by the "administrative grid," what sort of administrative practice did Emerson apply in his work?

4. To what extent may Emerson have been considered an effective educational administrator by Lipham's definition?\(^{17}\)

5. To what extent may Emerson have been considered an effective educational leader based on Lipham's definition?\(^{18}\)

6. Which aspects of the administrative grid were used most frequently and most effectively by Emerson in his administrative functioning?

7. Are there any conclusions to be drawn from Emerson's administrative work, viewed through the application of the administrative grid which have relevance for chief school officers and other educational administrators today? If so, what are these?

Organization of the Investigation

The concluding part of Chapter I of this study deals with background material on Henry P. Emerson and the Buffalo School System in which he pursued his administrative career. Much of the material on Emerson's early life and background is drawn from the aforementioned

\(^{17}\text{Ibid.}\)

\(^{18}\text{Ibid.}\)
research of Cannan. Further material is available from such primary sources as Buffalo Superintendent of Schools Reports and educational articles written by Emerson for professional journals of the period such as the N.E.A. Proceedings and local publications such as the Buffalo Live Wire were also used. Major secondary sources available included newspaper articles and educational tracts and pamphlets published in Buffalo during Emerson's tenure.

Hack and Ramseyer note that a school administrator works in a setting or environment. Some consideration is given therefore to the environment and organization of Buffalo and its School system during Emerson's era. A discussion of these particulars appears subsequently in Chapter I and is included following some brief biographical material on Emerson in order to provide background information on the setting in which he operated.

Chapter II of the study is divided into two parts. The first part examines the historical literature relating to education in America during the period under investigation. Consideration here is given to the work of pioneer American Educators such as William Torrey Harris, Colonel Francis Wayland Parker, Dr. Joseph Rice and other educators and administrators who were acquainted with Emerson. Also consideration is given to some of the formal educational movements and philosophies of

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19 Cannan Study, op.cit.

the period which have relevance to the study. Included among these is the reform movement in American education of the early 20th century. The final section of Chapter II reviews Cannan's findings on Emerson's administrative career.

Chapter III describes the design, methods and constructs employed in the study and gives a review of the administrative literature. A description of the Administrative Functioning Grid and the Leadership Skills Construct and a description of their use in the study is presented here. Chapter IV provides a description of the investigation proper including the application of the administrative grid to Emerson's administrative acts and decisions. An analysis of his leadership behavior is also undertaken.

Chapter V summarizes the conclusions and findings of the study. The major questions which guided the investigation and the specific questions listed in Chapter I are considered in this record. Further avenues for research are suggested and enumerated at the end of this Chapter.

Biographical Material on Emerson

Henry P. Emerson was born in Lynnfield, Massachusetts on January 11th 1846. His parents were Oliver and Eliza Emerson who came of rural New England stock and operated a modest farm.  

Young Emerson completed grammar school in Lynnfield and after graduation travelled to Boston to seek employment. Finding that he

\[\text{\textsuperscript{21}Cannan Study, p.1-4.}\]
\[\text{\textsuperscript{22}Ibid., p.2.}\]
had no desire to enter the world of commerce he returned to Lynnfield and worked on the family farm. In 1864 he enrolled at Phillips Academy in Andover, Massachusetts and proceeded to take courses in the Classics Department. The same year he matriculated in the Classical Course at the University of Rochester. He was graduated from Rochester with a Bachelor of Arts Degree in 1871. While an undergraduate he was a member of Phi Beta Kappa and shared the Senior English Prize. Three years later he was awarded the Master of Arts Degree from Rochester. According to Cannan he taught at Potsdam Normal School, Potsdam, New York during the interim three year period.

In 1874 Emerson married Mary Averill Estey in Middleton, Massachusetts. That same year he also brought his bride to Buffalo, New York, as he assumed the post of teacher of Latin and Greek in Buffalo Central High School.

After Emerson had taught at Central High School for nine years, Superintendent Crooker appointed him acting principal of the High School in 1883. In making this promotion Crooker stated that Emerson, as teacher and head of the Classical Department, was "familiar with the

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23 Ibid.
24 Buffalo Courier Express, June 3, 1930. (Hereafter cited as Courier.)
25 Cannan Study, p.3-5.
26 Ibid.
27 Courier, June 3, 1930.
workings and needs of the school."^{28}

Emerson remained as permanent Principal of Buffalo's only High School for nine years until 1892.\(^{29}\) Under Emerson's direction the high school's program was expanded with marked success. According to one source the school population increased from 300 to 1000 by 1890 and soon won a reputation of being "one of the best institutions of its class in the country."\(^{30}\)

Principal Emerson worked hard to help get the Central High School enlarged. In 1885, when he found that the school was becoming seriously overcrowded, Emerson assisted alumni in circulating a petition to make known the needed improvements and enlargements. Cannan states that this petition was so successful in raising public support that the Buffalo Common Council voted the necessary funds to complete the addition.\(^{31}\)

While Emerson appreciated the support of the citizenry in expanding the High School, an interesting example of Emerson's view of large high schools emerged from his Principal's report to Superintendent Crooker in 1891. In this report Emerson stated:

> It is my deliberate opinion that a High School should not contain more than six or seven hundred pupils at the utmost. Otherwise the school is likely to become unwieldy in size and mechanical in its methods.\(^{32}\)

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^{28}Annual Report of the Superintendent of Education of the City of Buffalo, 1883-1884, p.131. (Hereafter cited as Superintendent's Annual Report.)

^{29}Cannan Study, p.6.

^{30}Catholic Union and Times, Buffalo, New York, June 13, 1907.

^{31}Cannan Study, p.7.

^{32}Superintendent's Annual Report, 1890-91, p.37.
Evidently Principal Emerson was concerned that his school should not become too impersonal and unwieldy as it grew in size.

Another sidelight on Emerson's educational outlook is provided by the following statement on the school's ability to provide for the average student:

Furthermore, the moral atmosphere of a school ought to be full of help. If a school is what it should be, a boy or girl will be benefited by a process of absorption (of the environment) even if he or she does not make a brilliant record in scholarship, and remains but a year or two.  

As Principal of Buffalo's only High School, Emerson was well aware of the fact that only a small percentage of his students stayed on to graduate. New York had not yet passed a compulsory attendance law during Emerson's tenure as Principal and would not do so until 1895. Nevertheless Emerson was concerned about the quality of the High School's program. In 1891 he requested additional appropriations for books and apparatus, for better facilities for teaching Physics experimentally and to permit the introduction of physical training for the girls enrolled in Central High School.

One characteristic of Emerson's approach to administration becomes evident from a study of some of his reports to Superintendent Crooker. Emerson was prone to examine what was being done in other schools and communities when he wished to make major changes. In this regard he was prone to look far afield. Commenting on the view that

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33 Ibid., pp.38, 39.
34 Cannan Study, p.155.
35 Superintendent's Annual Report, 1890-91, p.49.
he wished American History might be taught at the elementary school level
he stated his reasons succinctly. He said:

If the High School is to keep abreast with the times, it must
expand its own course, and this is possible only by relegating
American History to the grammar school as is done in Rochester,
Albany and other cities.36

Once again, Emerson had made himself familiar with policies and procedures
in other cities before recommending a new course of action for the Buffalo
school.

In his 1886 report to the Superintendent, Principal Emerson set
down some of his beliefs about how he saw teachers and pupils working in
a school setting. The following statements reveal some of the scope of
his concern about the teaching process:

The teachers of the school though working along different lines,
are yet aiming substantially at the same ends. They desire to
help their pupils in the formation of character as well as in
the acquisition of knowledge; to train the thinking faculty
and not memory alone; so to teach that the pupils will not only
accumulate useful facts, but be able to think on a given
subject more logically and persistently. Instead of being
satisfied with mere book recitations, they aim to train their
students to raise questions and to suggest difficulties.37

Principal Emerson was an educator and scholar who had a deep and
abiding interest in the development and use of library facilities for
his students. In 1886 he made arrangements with the Buffalo Library to
provide instruction in library usage under the direction of their chief
librarian and reported the outcome to Superintendent Crooker:

Our Buffalo library is in a new building, which is probably not
excelled anywhere. It has all the conveniences which ought to

36 Ibid., p.43.
37 Superintendent's Annual Report, 1886-87, p.85.
belong to such an institution. Last spring, I took the school, in two divisions of about 225 each, to the lecture-room, and Mr. Larned explained to the scholars how to use the resources of the library; how to search for and find information on any subject and thus to save a deal of pell-mell hunting. He explained the uses of the indices and finding-lists and all the various facilities of such a library. I suggested several subjects, such as "Deep-Sea Dredging," "The Assassination of Lincoln," and the play of "Hamlet," and Mr. Larned showed the students how to get the information they wanted, and I think it was a good beginning for an increased use of the library on the part of the school.38

As Principal of the High School Emerson was concerned about the academic proficiency of his students. Under his direction the School set an enviable record of scholarship in terms of the standing of students on regents examinations and the winning of New York State Regents diplomas. Emerson referred to this in one of his Principal's reports:

Regents' diplomas are given when the students have passed satisfactorily in fourteen advanced examinations. The fact that some of our graduates do not receive the Regents' diploma does not indicate that our course requires less than that of the Regents; but that such pupils elect studies upon which the Regents offer no examinations. It seems but justice to add that this school, for two years has been the highest in the State in the record of advanced examinations taken and passed. 39

While Emerson as an educator was cognizant of the school's role in emphasizing the importance of scholarship he recognized the importance of earning a productive living in society. Speaking before the graduating class of Buffalo Central High School in 1887, Emerson voiced the following beliefs:

It is charged that education unfits boys and girls for work. It is said of boys especially, that they are crowding into the professions and lighter employments. I believe young men will gain better success in life, if instead of aiming at a "genteel"

38Ibid., p.92.
39Ibid., p.93.
or easy business, they follow their natural bent—their best gifts. If your mind is set on a Profession, you have a right to work out your destiny along that road. But if you have mechanical skill and tastes, work in that line by all means. Begin at the bottom, be thorough, and you will be on the road to success more surely than by going into a law office simply because it sounds well.  

Cannan states that Emerson was personally a frugal person. Some evidence of this appears in her research in an anecdote told by Emerson's nephew. Evidently Emerson refused to provide cab fare for his wife when she visited relatives and expected her to walk whenever this was a feasible means of getting from one place to another. Another story told about Emerson by his nephew was that when the latter smoked a cigar he would frequently cut it in half to get an extra smoke.

Regardless of such personal idiosyncrasies, Emerson seems to have been well thought of by his faculty and students. Cannan mentions an interview held in 1963 with a former teacher who had worked under him at Central High School. This teacher reported that he was highly respected, always calm, reserved and "appreciative of anyone who tried to do well.

In 1891 Emerson took a part-time position as weekly correspondent for the Buffalo Courier. In this position he wrote on various topics of interest including travel and education. Cannan believed that this column projected Emerson somewhat into the public view and may well have helped

\[ \text{\textsuperscript{40}Ibid., p.112.} \]

\[ \text{\textsuperscript{41}Cannan Study, p.6.} \]

\[ \text{\textsuperscript{42}Ibid.} \]

\[ \text{\textsuperscript{43}Cannan Study, p.8. Quotation from interview with Miss Cora Freeman, Teacher at Central High School under Mr. Emerson, October, 1963 by Dr. Susanne Cannan.} \]
his subsequent nomination as a candidate for the Superintendency.\footnote{Ibid., pp.8,9.}

In 1892 Superintendent James Crooker, a Democrat, was appointed to a high state education post in Albany and resigned from the Buffalo Superintendency.\footnote{Ibid., p.20.} The Democratic Party nominated as its candidate for the position, William H. Love, Principal of School #13. The Republican Party nominated Henry P. Emerson, who Cannan states was a logical choice as Principal of Buffalo's only high school. While Emerson does not appear to have actively sought the Republican nomination, it seemed that many of his former students were active in his behalf.\footnote{Ibid., p.21.}

During the campaign for the Superintendency Emerson addressed himself to a number of educational issues which confronted the schools of Buffalo. His pre-election pledges enumerated a number of these issues which he promised to work toward if elected. Emerson stated first that he would build enough new school houses so that every child desiring an education would receive one. Second, he stated that he favored providing free textbooks, which "were a logical consequence of free schools."\footnote{Buffalo Evening News, October 11, 1892.(Hereafter cited as News.)} Another of Emerson's campaign promises was that he would continue to work toward the establishment of kindergarten in the public schools of Buffalo. Finally, he stated that he would not forget "the industrial feature in educational training," and would attempt to provide this aspect of schooling as well as academic training.\footnote{Ibid.} It was a measure of Emerson's

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    \item His pre-election pledges enumerated a number of these issues which he promised to work toward if elected.
    \item Emerson stated first that he would build enough new school houses so that every child desiring an education would receive one.
    \item Second, he stated that he favored providing free textbooks, which "were a logical consequence of free schools."
    \item Another of Emerson's campaign promises was that he would continue to work toward the establishment of kindergarten in the public schools of Buffalo.
    \item Finally, he stated that he would not forget "the industrial feature in educational training," and would attempt to provide this aspect of schooling as well as academic training.
\end{itemize}
character that he meant what he said and that each of these campaign promises was eventually kept after he was elected Superintendent of Schools.

Summing up his qualifications for the voting public, Emerson stated candidly:

In educational matters, I have never been a theorist or dreamer or rider of hobbies. An attainable good is worth more than an ideal good. A plain, common-sense management of schools is, I believe what people want, and it would be my constant aim, if called to this important work, to give the city of Buffalo an efficient, progressive, non-sectarian, non-partisan administration of their school department. 49

Cannan states that as this first campaign progressed Emerson was not reluctant to discuss his qualifications for the position. 50 While the News and the Express supported Emerson, the Courier, which was a Democratic paper, supported his opponent William H. Love.

After a very close and hard fought campaign Emerson was elected Superintendent by a narrow margin. He assumed his office on January 1, 1893, a position he would remain in for the next twenty-five years. Until his retirement in July of 1918, Superintendent Emerson was to throw his educational efforts into the development and improvement of the Buffalo public school system. 51 During this period he was elected President of

49 Buffalo Express, October 12, 1892. (Hereafter cited as Express.)

50 Cannan Study, p.25.

the New York State Teachers Association in 1901-02 and became President of the Department of Superintendence of the National Education Association in 1904.\(^2\)

**The City of Buffalo and Its Schools Prior to Emerson's Superintendency**

The city of Buffalo had grown from a small lake port to a large and prosperous city of 255,000 people by 1890.\(^3\) Much of the city's growth came about as first the Erie Canal and later the expanding railroads came to use Buffalo as a commercial terminal. The city soon developed commerce in wheat, flour, coal and iron. Hill states that much of the city's growth was due to its favorable geographical location on Lake Erie and the Niagara River which made it the hub of commercial water activity on the Great Lakes during the nineteenth century.\(^4\)

Manufacturing of soap, leather goods, cereals, paper, iron products, beer and flour milling had all begun by the latter part of the nineteenth century according to Larned.\(^5\) Because of the possibility of commercial and industrial employment in the latter part of this period ethnic groups such as Italians, Irish, Poles and Jews came to settle in the city along with the earlier English, French and German settlers. Rundell estimates that between 1900 and 1920, 150,000 Poles

\(^2\)Courier, June 2, 1930.


settled in Buffalo alone.  

In 1837 the charter of the city of Buffalo had been changed to provide for the operation of a city school system and a Superintendent of common schools was appointed in accordance with authority of the New York State Legislature. This appointment gave Buffalo the distinction of becoming the first city to establish the office of superintendent of schools in the state, and indeed one of the first throughout the country. The first Buffalo Superintendent, R.W. Haskins, resigned shortly after his appointment to office because he felt that there were too many restrictions on his power to operate the schools.

According to Rundell, in 1839, the schools of the city of Buffalo were made free to all children residing in the city under the age of sixteen years. This made Buffalo the first city in the state to establish free public schools.

In 1846 the first high school department was created in Buffalo and the old Central High School was built at the corner of Court and Franklin Streets. The building was completed in 1852 and remained the only high school in Buffalo until Emerson was elected Superintendent of schools in 1893.

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57 Ibid., p.11.
58 Ibid.
60 Rundell, op.cit., pp.11,12.
61 Ibid.
Up until 1854 the office of Superintendent had been appointive in Buffalo for terms of one year. In 1854 the city charter was amended and the office was made elective. It would remain so until 1916 when Emerson was appointed by Mayor Fuhrman of Buffalo to serve his final term in office.62 From 1854 until 1892 elected superintendents served two year terms. From 1892 through 1916, during Emerson's Superintendency terms served were first of three years duration and then after 1896 of four years.63

At the end of Superintendent Crooker's tenure in office the Buffalo school department came under attack from numerous critics who felt increasing dissatisfaction with the school's program. Wood stated that there was no adequate supervision in the schools at this time and that many of the city's school buildings had been allowed to become dangerously overcrowded.64

Other criticisms of the Crooker administration included charges of political favoritism in the appointment of teachers, outdated methods of teaching and inadequate selection of textbooks.65

Cannan states that Crooker was elected and re-elected without opposition between the years 1882 and 1892.66 According to the newspaper

63Ibid., pp.298,299.
64J. Henry Wood (ed.), Schools of Buffalo (Buffalo: The Peter Paul Book Company, 1899), p.11.
65Cannan Study, p.16.
66Ibid.
accounts of the period his political alliances were strong and no one could be persuaded to oppose him for the office.\textsuperscript{67} At least one Buffalo newspaper believed that Crooker's state appointment may have been instituted by Democratic political leaders who were finding it difficult to control the Superintendent after he had been in office for ten years.\textsuperscript{68}

Throughout the early years of Emerson's superintendency, many of the city school systems of the United States, including Buffalo, were coming under criticism and attack. In 1892 and 1893 the \textit{Forum}, an influential magazine of the period, carried a series of articles by Dr. Joseph Rice attacking "mechanical" school systems.\textsuperscript{69}

One of the school systems studied by Rice was the Buffalo Public School system. In 1892, the year before Emerson became Superintendent, Rice had visited and investigated the Buffalo schools. He wrote a scathing article in the \textit{Forum}, denouncing them just as Emerson was about to take office.\textsuperscript{70}

Rice was critical of many things relating to the Buffalo schools. He stated that they were receiving scanty supervision, had many poorly trained teachers, and were suffering from excessive political influence (during this period the Superintendent of Buffalo schools had complete control over the hiring and dismissal of teachers).\textsuperscript{71}

\textsuperscript{67}\textit{Courier}, October 20, 1892.

\textsuperscript{68}\textit{Express}, October 18, 1892.

\textsuperscript{69}Dr. J.M. Rice, "Our Public School System: Schools of Buffalo and Cincinnati," \textit{The Forum}, XIV (November, 1892), pp.293-309.

\textsuperscript{70}Cannan Study, p.41.

\textsuperscript{71}Dr. J.M. Rice, op.cit., p.301.
In his article Rice made much of the fact that the Buffalo schools required children to use excessive memorization techniques in class. He believed that Buffalo maintained a "mechanical order of schools," which he defined as schools, "whose aim is to cram the minds of children with words without regard to things which they represent." 72

Rice also objected to the fact that Reading was not taught by a phonetic method in Buffalo. His criticism of Arithmetic instruction in the Buffalo schools rested on their excessive use of abstraction in the teaching method. 73

While much of Rice's article impugned the quality of the Buffalo schools, he recognized that a new chief school officer was soon to assume office. In his article he took pains to point out that in no way did he hold the new Superintendent (Emerson) responsible for conditions in the schools at the time of his investigation. 74

In her investigation of Emerson's career, Cannan states that during 1890 and 1891 many citizens of Buffalo had become disturbed by criticism of their school department. Much of this concern centered around accusations of political favoritism in the selection of personnel for the schools. 75

In 1891 the charter of the city of Buffalo was revised and provisions were included to attempt to modify political abuse in the schools.

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72 Ibid., p.294.
73 Ibid., p.300.
74 Ibid., p.296.
75 Cannan Study, p.16.
Under the new charter the Superintendent was still to be elected but his term was increased from two to three years.76

The charter of 1891 also provided for the establishment of a Board of School Examiners made up of five members appointed by the Mayor of Buffalo. This Board was given the chief duty of examining and certifying the qualifications of candidates for teaching positions. The Board's power of recommendation was designed to take the possibility of political favoritism in the appointment of teachers out of the Superintendent's powers.77

The Board of Examiners was also given the responsibility to inspect schools, and to make recommendations toward the improvement of the schools. The construction and repair of school buildings was turned over to a newly created Board of Public Works with the intent of getting some of the business end of school management out of the Superintendent's office.78

By the 1891 Charter the duties of the Superintendent of Schools were spelled out quite specifically. He was to recommend courses of study, with the approval of the City Council. He was to elevate the standard of instruction, with the consent of the Council. He was to designate the character of the schools in each district of the city. He was to direct teachers in the methods of instruction, assembling teachers twice a month for not longer than two hours for this purpose.

76 J. Henry Wood, op.cit., p.11.

77 Ibid.

78 Charter of the City of Buffalo as Revised in 1891 with Amendments (Buffalo: Times Printing House, 1892), pp.147-148.
In addition he was to visit schools, investigate complaints regarding promotions, and report any needed work on the schools such as alterations or repairs to the Board of Public Works. Finally he was to devote all of his time to his duties. 79

When Emerson assumed his duties as Superintendent in January of 1893, his office would be circumscribed by the provisions of the Buffalo City Charter of 1891. He would depend to a considerable extent upon the recommendations of the Board of School Examiners for qualified teachers. He would have to work with the Board of Public Works in regard to school construction and repair. Since there was no board of education yet established (or provisions for one) he would report to and work through the Board of Aldermen, the lower house of the Common Council. This body was represented by a school committee to which Emerson reported directly. 80 Much of his effectiveness as a superintendent in the ensuing years depended upon Emerson's ability to work with these groups in a positive manner.

79 Ibid.

80 Cannan Study, p.18.
CHAPTER II

REVIEW OF THE HISTORICAL LITERATURE AND BIOGRAPHICAL MATERIAL ON HENRY P. EMERSON

Historical Perspective and Review of the Historical Literature

An investigation of the work of a number of the leading American educators of the period from 1875 to 1920 is pertinent to this study since Henry P. Emerson was personally acquainted with many of them. One of the most important school men of this era was William Torrey Harris. Harris had first distinguished himself as Superintendent of the St. Louis public schools (1868-1880) and later became United States Commissioner of Education from 1889 until 1906.¹ This latter period of his career paralleled Emerson's early years as Superintendent in Buffalo. Harris, a fine administrator himself, was influenced by Hegelian philosophy. Cremin states that he believed the public school was an important instrument which could lift all classes of people into a better level of participation in civilized life.² For Harris this meant a life of order, self-discipline, and civic loyalty. Nevertheless, Harris also believed that other social institutions such as the family, the church, and the community were important influences upon social development.³ The school

²Ibid., p.17.
³Ibid.
was to teach primarily those things which could not be learned at home, in church or on the job.

As a city school administrator Harris had faced many of the problems of growing student populations, the need for new buildings and better prepared teachers. He helped to develop the idea of the graded school, the use of statistical reporting, and worked on improvements in the lighting and ventilation systems of school buildings. Much of his work appears to have influenced the careers of other school administrators of the period. Cannan reports that Emerson was well acquainted with Harris and was considerably influenced by him.

Emerson appears to have shared some of the conservative sentiments of Harris. In one of his addresses before the Department of Superintendence of the National Education Association, Emerson emphasized how schools could promote and develop good citizenship:

...habits of neatness, order and punctuality; respect for, and obedience to properly constituted authority; the training in attention when attention is necessary; lessons in application, in industry, and systematic method of doing things; the mutual concessions which are essential in school life...all these are training in character and preparation for citizenship.

These sentiments echo much of Harris' pedagogical conservatism and illustrate one of Emerson's recurring concerns about the public schools' task. Good citizenship was important to Superintendent Emerson. It is

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4 Cannan Study, p.80.
5 Ibid., p.82.
a theme that appears over and over again in his personal writings.

Cremin states that Harris "emphasized order rather than freedom, work rather than play, effort rather than interest." Harris visited Buffalo at least once during the years of Emerson's superintendency. This was during the N.E.A. convention which was hosted by Buffalo in 1896. At that meeting he presented Emerson with an award for his "new departures in school management and in the higher training of teachers."

It was during this period of the 1890's when school populations and school budgets were climbing rapidly that politics began to creep into American city school systems with corruptive results. Administrative and teaching posts in some cases were bought and sold. Cremin notes that school buildings "suddenly became incredibly expensive to build." It was about this time that Joseph Rice began to launch his pioneering research investigations of American city schools. Rice's articles, as previously noted in Chapter I, were highly critical of the impact of "politics" and "mechanistic" teaching methods which he found prevalent. His articles in the *Forum* and other influential magazines began to be widely read and discussed throughout educational circles. While a good deal

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7 Cremin, op.cit., p.20.
10 Cremin, op.cit., p.21.
11 Ibid., p.22.
of Rice's writing may be considered exposes in the mud-raking vein, Cremin states that there was "much more truth than exaggeration" in what he wrote.\textsuperscript{12} Eventually the influence of his work was felt widely in cities such as Buffalo which came under his scrutiny and investigation.

In the 1870's and 1880's, Calvin Woodward, an American educator, began to criticize the public schools for their adherence to "outmoded ideals of gentlemanliness and culture."\textsuperscript{13} Woodward's ideas emphasized the notion that the traditional, formal type of schooling was inappropriate for many youngsters who would need to earn a living in the newer industrial society of America.

One of the changes that Woodward advocated for the public schools was the introduction of manual training into the curriculum.\textsuperscript{14} In a sense Woodward's manual training movement was tied into the school reform movement which would make children and their needs and interests the new focus of education in public schools. Woodward's work is important to this investigation since one of Emerson's early acts after assuming the Superintendency in Buffalo was to begin to have manual training classes established in the schools.\textsuperscript{15} According to the Buffalo Newspapers of the time, Emerson had stressed the importance of such work as "teaching respect for manly toil," in an interview prior to his election as

\begin{itemize}
\item \textsuperscript{12}Ibid., p.169.
\item \textsuperscript{13}Ibid., p.27.
\item \textsuperscript{14}Calvin M. Woodward, \textit{The Manual Training School} (Boston: 1887).
\item \textsuperscript{15}Cannan Study, p.30.
\end{itemize}
Superintendent. 16

Harris and other traditional administrators were critical of Woodward's idea of putting manual training into the public school curriculum. Harris viewed Woodward's ideas on "whole boy" education as being dangerous and tending to limit the type of knowledge that the school might provide. 17 As newer administrators began to enter the schools, the manual training movement, as one vestige of the reform movement began to be introduced into schools.

Another important educator of this period was Francis Wayland Parker who had become Superintendent in Quincy, Massachusetts in 1873. 18 Parker instituted a liberalized, teacher-directed curriculum which emphasized drawing, field trips and individualized learning. 19 The "Quincy System" was considered very successful and Parker became a leader in the reform movement which viewed the school as a model home where informality and creativity in children were to be encouraged. 20

After two years as an Assistant Superintendent in Boston, Parker became Principal of the Cook County Normal School at Chicago in 1883. In this capacity he developed a curriculum for his practice school which emphasized art work and other creative student activities. 21 Pupils took nature walks and then wrote observations and made drawings which reflected their experiences. No less an authority than Joseph M. Rice

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16Courier, Oct. 27, 1892.
17Cremin, op. cit., p. 31.
18Ibid., p. 129.
19Ibid., p. 130.
20Ibid., p. 131.
21Ibid.
visited Parker's school and came away greatly impressed with the educational program and the dedication of its faculty. Cremin observes that "there was an enthusiasm about the work (of the school) that quickly passed to newcomers and to the children themselves." Parker was influenced by the work of Pestalozzi, Froebel and Herbart and his educational ideas showed acute social sensitivity and a concern for life in a democratic community.

There is a strong probability that Henry P. Emerson knew Francis W. Parker, or at least was well acquainted with his educational work and was strongly influenced by it. Cannan, in her historical treatment of Emerson, suggests that he may have visited Parker's school in Chicago at the time of the Columbian Exposition in 1893. At any rate it is certain that the Buffalo School Department had an exhibit at the Exposition and that Emerson was in Chicago at the time. In 1915 at a time when he was discussing some of the earlier changes he had instituted in the Buffalo elementary schools, Emerson referred to Parker's influence:

A new course of study in conformity with the best current educational thought and practice was framed under the inspiring influence of Col. Francis Parker, the acknowledged expert of the day.

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22 Ibid., p.133.
23 Ibid., Footnote, p.133.
24 Ibid., p.134.
25 Cannan Study, p.74.
26 News, February 18, 1893.
Cannan believed that Emerson's thinking on educational matters was greatly influenced by the leading Herbartian educators. One of the most prominent of these men was Dr. G. Stanley Hall, a former Professor of Philosophy at Johns Hopkins who later became President of Clark University. In his Superintendent's report of 1895 Emerson made the following observation:

The new philosophy, as expounded by the followers of Herbart, for instance, insist that morality can be taught, or as Dr. Stanley Hall puts it, that we can mechanize good conduct. Such men believe in appealing to reason, to the higher faculties, just as fast as they are developed. They make morality the end of all primary teaching.

This idea of education being an instrument which would help prepare youngsters to lead a good "moral" life evidently appealed to Emerson's interest and concern about good citizenship.

Another educator of the era who is important to a study of Emerson's administrative work was Nicholas Murray Butler. Butler was a prominent Professor of Philosophy at Columbia who became President of the College for the Training of Teachers in 1887. Butler was active in the movement to promote professional education in the United States. During the 1890's Professor Butler and Superintendent Emerson were both active in the work of the Department of Superintendence of the National Education Association. Each man was eventually to become President of

\[^{28}\text{Cannan Study, p.75.}\]
\[^{29}\text{Superintendent's Annual Report, 1894-1895, p.34.}\]
\[^{30}\text{Cremin, op.cit., p.171.}\]
that auspicious body, Butler in 1897 and Emerson in 1903. Cannan believed that Emerson throughout much of his early career as Superintendent, was influenced by men like Harris, Parker and Butler.

It is also possible that the work of David Snedden and his doctrine of "education for social efficiency" may have influenced some of Emerson's administrative thinking and behavior. In 1913, Snedden, then Commissioner of Education in Massachusetts, visited Buffalo to attend the Fourth International Congress on School Hygiene. Emerson served as one of the Vice-Chairmen of a session of that meeting which discussed "The Status of School Hygiene and Methods of Instruction in City Schools." Exhibits, lectures and programs were held during the Congress with Buffalo school personnel playing active roles in the proceedings. One of the topics under discussion was "open-air schools," an innovative program for physically handicapped children which had been launched in the schools of Buffalo a few years earlier in 1909. During the convention, Dr. Snedden chaired a group session whose topic was "Compulsory Medical Inspection of Schools in Massachusetts from the

31 Cannan Study, p.9.
32 Ibid., p.74.
34 "Fourth International Congress on School Hygiene," Program, Buffalo, N.Y., August 30, 1913.
36 Cannan Study, p.171.
Administrative Standpoint."\(^{37}\) It would seem that both Emerson and Snedden though practicing administrators had a deep concern for the welfare of children.

Snedden's work in vocational education was also an important innovation in American education during Emerson's era. After 1908 the vocational schools of Buffalo were expanded rapidly and this growth was mentioned favorably by Dutton and Snedden in 1912.\(^{38}\) Throughout this expansion of the Buffalo vocational school program, Emerson appears to have favored vocational education as a means of preparing pupils for life in an increasingly industrialized society.

Writing in the *Buffalo Live Wire*, a commercially orientated journal of the period, Emerson said:

*Experience in Buffalo has proved that education can be vocational in purpose without being non-cultural. To provide such education is the object of our vocational schools.*\(^{39}\)

This viewpoint was not unlike Snedden's and Dutton's idea that education, even if vocational, served social ends and had as its ultimate goal, social service.

While such men as David Snedden and Samuel Train Dutton, his advisor at Columbia, might be interested in providing education for social efficiency it is important to realize that they rejected the

\(^{37}\)"Fourth International Congress on School Hygiene," Program, op.cit., p.16.


scientific management type of efficiency as being inappropriate for schools.\textsuperscript{40} To Dutton, "the school was not a factory and the school-master was not a foreman."\textsuperscript{41} In his work, \textit{School Management}, he stated the case against scientific management as he saw it:

> The factory system applied to the school, while presenting an attractive exterior, is deadening as regards those finer products of feeling, taste, interest, and ambition which the school ought to nurture.\textsuperscript{42}

Dutton, a New Englander like Emerson, had become Professor of Educational Administration at Columbia University and Superintendent of the Horace Mann School in 1899. He was a pioneer in the field of vocational education and his work was influential at the turn of the century.\textsuperscript{43} Like John Dewey he believed that the industrial age had produced a new social order to which the schools would be forced to adjust. Dutton was one of the educational reformers who believed that education must provide the habits of work and responsibility formerly provided by the home.\textsuperscript{44} This view was not held by men such as Harris who believed that the school's role in education should be limited to teaching those things which could not be taught by the other major social institutions.\textsuperscript{45}

\textsuperscript{40}Drost, op.cit., p.50.
\textsuperscript{42}Ibid., pp.9,10.
\textsuperscript{43}Drost, op.cit., pp.49,50.
\textsuperscript{44}Ibid.
\textsuperscript{45}Cremin, op.cit., p.18.
Michael Katz in his work *Class, Bureaucracy, and Schools*, develops the point of view that reform administrators of city school systems in the latter part of the nineteenth century were attempting to rest control of schools from political bosses.\(^{46}\) In the process they often developed centralized, "professional," bureaucratic systems which tended to remove the operation of schools from the control of the community. Such an approach tended to increase the power and authority of the professional administrator and at the same time according to Katz permitted the school to "civilize" the children of the lower classes by relegating them to a fixed social and economic position at the lower end of the social ladder.\(^{47}\)

One of the important aspects of this study is to determine whether Henry P. Emerson functioned as a reform administrator who attempted to develop a bureaucratic school system in Buffalo, utilizing scientific management practices of school efficiency and other business and industrial methods to accomplish this.

As Wirth has noted in his book *Education in the Technological Society*, the progressive reform movement of this period included several schools of thought.\(^{48}\) One of these was motivated by the desire to bring urban disorder under control by the application of scientific expertise

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\(^{47}\) Ibid., p.9.

and social controls. This aspect of school reform emphasized the practical values of cost accounting, efficiency, elimination of truancy and introduction of vocational classes. The major goal of the second movement was to reduce human misery and eliminate "human waste" as represented by the problems of poor urban children caught in a slum environment which bred poverty, crime, vice and despair. To combat these problems, schools would introduce such programs as kindergartens, health and hygenic facilities, playgrounds, summer schools and adult language programs. 49

Both of these points of view, that of the "business oriented progressive" and that of the "humanitarian reformer" were developing and becoming active in American city schools during Henry Emerson's tenure as Superintendent of Schools in Buffalo. The extent to which Emerson functioned in the manner of the "business-oriented administrator" as compared to the "humanitarian reformers" is of relevance to this investigation and is considered as a part of this study.

Katz has made the observation that the American city school systems have remained essentially unchanged since about 1885, when they were established as bureaucratically organized, class-biased and racist. 50 His point is that they have remained so down through the present day despite or because of reform movements such as that of the period from 1890-1920 which overlapped much of Emerson's superintendency. Such educational concerns as kindergartens, manual training, truant

49 Ibid., pp.67,68.

50 Michael B. Katz, op.cit., p.106.
schools, vocational education and compulsory attendance are seen by Katz as developments of school administrators of the day which were designed to maintain a stratified, class-caste society in America and to provide obedient, punctual, docile workers for American industries. It is expected that the present study will shed light on this disturbing point at least so far as the Buffalo Schools and their chief school officer were concerned.

Review of the Conclusions from the Cannan Study on Emerson as an Administrator and Educator

Cannan, in her investigation of Emerson and his career, concluded that the Buffalo public schools improved steadily in quality under his leadership. She stated that many of the innovations which Emerson introduced into the Buffalo schools remain as basic parts of the system today. These include the development of courses in vocational education, kindergartens, domestic science, special education classes, manual training, summer school classes and health and physical hygiene.

According to Cannan, Emerson's tenure as superintendent was marked by a concern for the educational wants and needs of the Buffalo community. In this regard she believed that he knew his community well including those social and political elements which affected the operation of the schools. She found that Emerson attempted to "promote patriotism, public concern and interest in government, the development

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51 Ibid., Introduction, p.xviii.
52 Cannan Study, p.277.
of good citizenship and the importance of moral training" as part of the school's task.\textsuperscript{53}

Throughout his career as Superintendent, Cannan found Emerson to be vitally concerned about the public moneys which supported the operation of the Buffalo schools. To a large extent Cannan believed that Emerson exhibited considerable frugality and fiscal conservatism in his use of school finances.\textsuperscript{54} Emerson believed that taxpayers were entitled to receive their money's worth in terms of school outlays and expenditures. This outlook was unquestionably an issue when teacher salaries came up for review as was the case in a protracted salary dispute with the Teachers Education League in 1910.\textsuperscript{55}

Cannan found Emerson perhaps largely from necessity, to have been a very political type of educator. He was responsible to the Board of Aldermen of the Buffalo City Council during the greater portion of his administration. He ran for elected office many times and was constantly before the public in both an educator's role and as a public figure. As a result, Cannan states that "Emerson's survival as Superintendent depended in part upon how well he could play the game of politics."\textsuperscript{56} Yet, she also states that no political stigma was ascribed to him or to his administrative work.\textsuperscript{57}

\textsuperscript{53}\textit{Ibid.}, p.275.
\textsuperscript{54}\textit{Ibid.}, p.274.
\textsuperscript{55}\textit{Ibid.}, p.139.
\textsuperscript{56}\textit{Ibid.}, p.276.
\textsuperscript{57}\textit{Ibid.}
Emerson emerges from the Cannan study as a professional type of early school administrator who was quite "enlightened" for the period. Cannan notes that he belonged to many of the social and literary organizations of his city and cooperated with the Public Education League, the Chamber of Commerce and other civic groups. She states that:

He joined professional organizations and urged his teachers to do the same. He was a man who was able to work with teachers and administrators as well as with the business and labor leaders of the community.58

Cannan believed that Emerson operated well as an administrator because he permitted the public to know where he stood on controversial issues. He made every effort to keep the public informed of the progress of the schools and utilized the newspapers and journals of the period to accomplish this task.59 He also made substantial efforts to involve the schools in community affairs. Cannan notes, for example, that the schools were well represented by displays and pupil participation in festivities and celebrations such as the Pan-American Exposition held in Buffalo in 1900.60

Without question Emerson was well respected and liked by the press and representatives of the news media during his superintendency. Cannan elicited the following statement about Emerson from a newspaper reporter of the period:

Superintendent Emerson handled the press well. He kept on an even keel over the years, was respected in the community and

58 Ibid.
59 Cannan Study, p.275.
60 Ibid., p.223.
was always polite and respectful to the press. He was never sharp with his answers even though the question may have been impertinent. Reporters were always welcome in his office.61

One of the major findings of Cannan's investigation of Emerson was that he was "a man of action who consistently and continuously was able to get things done."62 This evaluation is important for purposes of the present study since an analysis of Emerson's actions and decisions will provide the basis for evaluating his administrative functioning and educational leadership.

Cannan also concluded that Emerson's concerns as Superintendent were similar to those of a modern city superintendent of schools. She stated that Emerson was required to deal with problems and issues such as "channels of communication, community relations, delegation of authority, in-service training, staffing and supervision."63

This is an important conclusion which tends to reinforce the relevance and scope of the present investigation. The present study assumes that an examination of an early administrative career such as Emerson's is meaningful and valuable because administrators in that era dealt with many of the problems and concerns which are still important in educational administration today.

At the conclusion of her research on Emerson, Cannan declared

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61 Interview by Susanne Cannan with Arthur Smyth, former reporter for the Buffalo Evening News, Fall, 1963, cited in the Cannan Study, p.239.

62 Cannan Study, p.277.

63 Ibid., pp.277, 278.
that Emerson's administration was one "of a man who ran a city school system honestly, but was never acclaimed nationally."\textsuperscript{64} She characterized his work as "a long, constant and substantial improvement in public education in Buffalo, noteworthy because it avoided friction and animosity between the people and the schools."\textsuperscript{65}

\textsuperscript{64}Ibid., p.278.
\textsuperscript{65}Ibid., p.277.
CHAPTER III
DESIGN OF THE STUDY AND REVIEW OF THE ADMINISTRATIVE LITERATURE

The method and design of the present investigation are based largely upon documentary research of a historical nature as described by Hillway in his work Introduction to Research.\(^1\) The documentary research in question consists of a study of primary and secondary documentary sources for data pertaining to the acts and decisions of Henry P. Emerson, as Superintendent of Schools in Buffalo from 1893-1918. These acts and decisions are then classified and examined in light of modern administrative constructs which are subsequently described in this Chapter. Shartle has noted that a study and classification of acts is an accepted theoretical technique via the study of historical documents.\(^2\)

The present study therefore employs Buffalo school documents, newspapers and other reports of the years 1890 through 1918 which bear directly upon the administrative career of Henry P. Emerson. Primary sources include Superintendent's reports, speeches and Councilman's


reports relative to school actions and decisions. Secondary materials consist of the Cannan Study, newspaper and journal articles and national and state educational publications of the period which provide information on Emerson's acts and decisions.

The research data obtained from documentary sources are applied first to a theoretical construct which was developed by Griffiths and labeled an "Administrative Performance Grid." It appears in the work Administrative Performance and Personality. The Griffiths model is a construct made up of two theoretical frameworks developed by Livingston and Davies and by Robert Katz.

One of the major tasks of this study is to attempt to assess the administrative functioning of Henry P. Emerson utilizing the aforementioned grid. This construct permits classification of the work of the school administrator as characterized by his acts, actions and decisions in certain content and skills areas.

The Griffiths model was deemed especially useful to categorize and describe the administrative functioning of an early educator such as Emerson, whose actions, acts and decisions had to be ascertained primarily from documentary sources. It was felt by the researcher that


the use of some of the other models and theories were dependent upon third party input such as personal opinions and interviews which are no longer available at this late date.

DESCRIPTION OF THE ADMINISTRATIVE PERFORMANCE GRID AS DEVELOPED BY GRIFFITHS

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<th>Technical T</th>
<th>Human H</th>
<th>Conceptual C</th>
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<tr>
<td>Educational Program E</td>
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<td>Developing Personnel P</td>
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<td>Maintaining Funds and Facilities F</td>
<td>FT</td>
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Livingston and Davies (Content Areas)

Fig. I. ADMINISTRATIVE PERFORMANCE GRID
(This model as used in the present study is termed an "Administrative Functioning Grid.")

Griffiths combined the two constructs previously cited by Livingston and Davies and by Robert Katz into an "Administrative Performance Grid" which appears in a work by Hemphill, Griffiths and Frederiksen. Griffiths placed the four areas of content developed by Livingston and Davies on the vertical axis and the three skills of administration developed by Katz on the horizontal axis. The resulting

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grid is shown in Figure I. It provides categories for organizing and assigning the various acts, actions, decisions and tasks carried out by administrators in various content areas. This model is used in the present investigation to analyze the administrative functioning of Henry P. Emerson. For purposes of this investigation the model will be called an "Administrative Functioning Grid."

**Description of Use of the Administrative Functioning Grid in Study**

In the present study, primary and secondary sources which have previously been enumerated were researched to discover acts, actions and tasks performed by Emerson or concurred with by him and these are assigned to the twelve categories of the grid. For example, the refurbishing of an older school at Emerson's request would logically fall within the scope of FT (in effect an example of the maintenance of things, in this case a school), and therefore be assigned to that category. The development of a new vocational curriculum for secondary schools would be placed in category EC (a situation where a new program would affect and expand the educational program of the school system).

The study classifies Emerson's administrative acts and decisions into three different time periods in order to adequately treat an administrative career which was lengthy in point of time, and which became more complex over the years as the school population of Buffalo increased. The time periods into which the study is divided are as follows:
1. The period from 1893 when Emerson assumed the Superintendency of the Buffalo schools until 1901, designated Period 1.
2. The period from 1902 until 1910, designated Period 2.
3. The period from 1911 until Emerson's retirement in 1918, designated Period 3.

One reason for such a division is to obtain some insight into the question of whether Emerson functioned differently as an administrator at different points in his career.

Another important aspect of the investigation deals with the extent to which Emerson was influenced in his work by the scientific management theories which were being applied to American school administration after 1910. This time period corresponds with Period 3 of Emerson's career as previously designated.

The present study is designed to elicit information on and evaluate Emerson's administrative functioning during this period. If the investigation revealed that Emerson as an administrator was greatly influenced by Frederick Taylor's theories of scientific management it would be expected that his administrative actions as classified by the Administrative Functioning Grid would show many examples of decisions, acts and actions falling in the Technical (T) areas of the grid. On the other hand, a larger proportion of his acts falling into the Human (H) area would indicate a tendency for him to have operated outside the more mechanical limitations of the scientific management theories with their emphasis on rating teachers, inventory accounting and lock-step academic programs.
Another major purpose of this research is to investigate Emerson's functioning as an educational leader. One criterion for this assessment has already been presented in Chapter I in terms of Lipham's definition of the educational leader. To the extent that Emerson through his acts and decisions initiated change in the Buffalo schools, he will have demonstrated educational leadership.

A second method of investigating Emerson's education leadership is to employ a model of leadership skills developed by Hersey and Blanchard which emphasizes management skills and is based upon the Katz construct.

DESCRIPTION OF THE MANAGEMENT SKILLS MODEL AS DEVELOPED BY HERSEY AND BLANCHARD

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<thead>
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<th>MANAGEMENT LEVELS</th>
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<tr>
<td>Top Management</td>
<td>I     (Superintendent)</td>
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<tr>
<td>Middle Management</td>
<td>II    (Asst. Superintendents)</td>
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<tr>
<td>Lower-Level Supervisory</td>
<td>III  (Principals)</td>
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Fig. II. MANAGEMENT SKILLS CONSTRUCT
(This model as used in the present study will be termed a "Leadership Skills Construct.")

Hersey and Blanchard postulate that effective management skills

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7 Lipham, "Leadership and Administration," op.cit., p.139.

at the upper level of organization administration are those which fall primarily in the Human (H) area and to a lesser extent into the Conceptual (C) area. At the lower levels of management emphasis may fall more generally and more appropriately into the Technical (T) areas of skills. In terms of leadership it may be theorized that upper level administrators exert appropriate leadership when they operate largely through the use of Human (H) skills and Conceptual (C) skills, permitting lower level supervisors to operate in the Technical (T) areas.

In terms of the present investigation an effort will be made to classify Emerson's acts and decisions according to the skill model developed by Hersey and Blanchard which appears in Figure II. To the extent that the preponderance of his acts and decisions fall into the Human and Conceptual areas of the model, it will be assumed that Emerson has demonstrated appropriate leadership skills. To the extent that a preponderance of his acts fall into the Technical areas leadership skills would not be demonstrated. For purposes of this study the Management Skills Construct will be termed "Leadership Skills Construct."

Description of the Use of the Leadership Skills Construct

The study will classify Emerson's acts and decisions according to the Leadership Skills Construct as HI or CI if they fall in Human or Conceptual areas at the top skills level and were handled appropriately by Emerson. As such they indicate appropriate leadership behavior or functioning. Certain acts classified as TI may be considered appropriate evidence of leader behavior according to the construct but these should be relatively few in number. A predominance of acts
or decisions classified into the HI, CI, TI areas may be considered appropriate use of leadership behavior and administrative skill. On the other hand a large number of acts, decisions or practices by Emerson which could be classified T II, T III, H II, H III, C II, or C III would be evidence of "over-administering" in areas which he might better have left to subordinate administrators for action.

Both newly initiated acts and decisions and ongoing acts and decisions will be considered in the investigation and classified and coded as per the models and constructs described.

As in the investigation of Emerson's administrative functioning, acts, decisions and actions will be broken down into three distinct time periods corresponding to those previously designated as Periods 1, 2, and 3. The division into different time periods permits comparison of Emerson's behavior as a leader at different points in his career. It may be found, for example, that as the Buffalo school system grew, Emerson's acts and actions reveal changing patterns of leadership behavior or the use of different skills.

Format for Analysis of Emerson's Acts and Decisions

Individual acts and decisions by Emerson will be described and their sources cited. After this an act will be classified according to the Administrative Functioning Grid and the Leadership Skills Construct as in the following hypothetical example:

Emerson decides in 1894 that a new, more comprehensive form of report card must be developed to report marks in the upper grades of the Buffalo Public Schools. The project is turned over to the Super-
visor of Grammar Schools, Dr. Ida Bender, for development. One year later a new form of report card is introduced into the Buffalo elementary schools.

The act is classified as follows: RTN1 according to the Administrative Functioning Grid (a technical matter of community concern which is new falling within Period 1 of Emerson's Superintendency). The N in the code represents a new act or decision.

Since Emerson turned the matter over to a subordinate administrator for handling, by the Leadership Skills Construct the act is classified as TI (a technical matter of appropriate concern at the upper level of administration which was handled appropriately by delegating the development of the new report card to a subordinate). Had Emerson chosen to develop the card himself, classification of the act might have been T II or T III, neither of which are considered appropriate leader behavior for a Superintendent of Schools by the Leadership Skills Construct.

Classified acts and decisions are recorded and tabulated in tables which appear in the later chapters of this investigation. Tables A, C and E record and tabulate Emerson's administrative functioning in the three different time periods of his superintendency. Tables B, D and F record and tabulate Emerson's leadership skill behavior in the three respective time periods.

Additional Questions to be Answered by the Study

A number of the major questions to be answered by this investigation are presented in Chapter I, pp.8 and 9. In addition to those
general questions which appear in the first Chapter, the following specific questions are attempted to be answered by this study:

1. To what extent may Emerson's administrative functioning be considered appropriate in terms of the Administrative Functioning Grid?

2. To what extent may Emerson's leadership skill behavior be considered appropriate in terms of the Leadership Skills Construct?

3. To what extent were the skills that Emerson used as an administrator and education leader human skills?

4. To what extent did Emerson utilize technical skills in his administrative functioning or leadership skill behavior.

5. To what degree did Emerson employ subordinate administrators as important members of an administrative team?

6. How much power were Principals and Supervisors granted in the Buffalo system to act autonomously within their own areas of responsibility?

7. To what extent did Emerson appear to function as a reform administrator of the Katz persuasion in his role as Superintendent of Schools in Buffalo?

8. To what extent did Emerson function as a traditional, classical type administrator who attempted to maintain the status of schools as subservient to local authority?

9. To what extent did Emerson's administrative tenure as Superintendent of schools promote a bureaucratic organizational structure in the schools of Buffalo?
Definitions of Key Concepts Utilized in the Investigation

1. Acts-- Those acts, actions, decisions, practices and tasks initiated by Emerson or instituted by him in administering the Buffalo school system from 1893 until 1918.

2. Administrative Functioning-- Administrative acts, decisions and practices classified in accordance with the "Administrative Functioning Grid."

3. Leadership Skills-- Those acts, actions, practices and decisions undertaken by Emerson which were new and innovative and are classified in accordance with the "Leadership Skills Construct."

Review of the Literature on Administrative Theory

The present study relies heavily upon administrative theory and models for its method and approach. Some of the theoretical work of Griffiths and Hersey and Blanchard have already been discussed in connection with the two principal constructs (Administrative Functioning Grid and Leadership Skills Construct) being used in this investigation. However, a survey of the work of some of the other significant American writers on administrative theory seems appropriate here. An effort will be made to present some of this material in chronological order beginning with the work of Frederick Taylor.

Campbell, Corbally and Ramseyer state in their work Introduction to Educational Administration that one of the first approaches to the field of administration was that of job analysis.⁹ One of the major

contributors to this approach was Frederick Taylor, an American industrial engineer. Taylor believed that when workers were in charge of both planning and performing their jobs, situations developed which led to both waste and inefficiency. In 1911 Taylor published a list of "principles of scientific management" which were to have wide influence in American industrial institutions and in the public schools as well.

Taylor's principles of scientific management included the following major points:

1. **Time-study principle.** All productive effort should be measured by accurate time-study and a standard time established for all work done in the shop.

2. **Piece-rate principle.** Wages should be proportional to output and their rates based on the standards determined by a time-study.

3. **Separation-of-planning-from-performance principle.** Management should take over from the workers the responsibility for planning the work and making the performance physically possible. Planning should be based on time-studies and other data related to production, which are scientifically determined and systematically classified; it should be facilitated by standardization of tools, implements and methods.

4. **Scientific-methods-of-work principle.** Management should take over from the workers the responsibility for their methods of work,

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determine scientifically the best methods, and train the workers accordingly.

5. **Managerial-control principle.** Managers should be trained and taught to apply scientific principles of management and control (such as management by exception and comparison with valid standards).

6. **Functional-management principle.** The strict application of military principles should be reconsidered and the industrial organization should be so designed that it best serves the purpose of improving the coordination of activities among the various specialists.\(^\text{13}\)

Campbell states that while Taylor's theories of management were valuable in that they demonstrated that management and administration could be studied scientifically, they were narrow and tended to ignore the personal aspects of mobilizing human effort.\(^\text{14}\)

As Callahan has observed, during the years from 1908 through 1935 great pressures were put upon schools to adopt these principles of scientific management which were then being applied rapidly to industry throughout America.\(^\text{15}\) The result was that in a great many of the larger city school systems, superintendents and principals did begin to put a number of similar ideas into effect. A significant aspect of the present investigation relates to the question of how much of the scientific


\(^{14}\)Campbell, Corbally and Ramseyer, op.cit., p.69.

\(^{15}\)Callahan, op.cit., pp.9-23.
management theory was put into practice by Superintendent Emerson in the Buffalo schools.

One of the early American writers in the field of educational administration was Franklin Bobbitt who faithfully applied Taylor's principles to school operations in his work. Bobbitt believed that the primary functions of educational directors and supervisors related to their use of the best possible methods and procedures in teaching, which would then be handed over to teachers for their use. It was then up to the supervisors to make certain that teaching followed these methods and procedures and increased productivity would result.

In 1912 Bobbitt wrote an article in the Elementary School Journal which praised the application of scientific management in the schools of Gary, Indiana. This article enumerated and defined a number of the scientific management principles which Bobbitt believed had been applied successfully in the schools of Gary:

1. A first principle of scientific management is to use all the plant all the time.

2. A second principle of scientific management is to reduce the number of workers to a minimum by keeping each at the maximum of his working efficiency.


\[17\] Ibid., p.53.
3. A third principle of efficient management is to eliminate waste.

4. A fourth principle of general scientific management is: Work up the raw material into that finished product for which it is best adapted.\(^\text{18}\)

Bobbitt and other writers on educational administration of this era were convinced that the application of principles such as this would dramatically improve the efficiency and quality of American schools. Callahan states that Bobbitt believed that the schools should remain open more than six hours per day for seven days a week in order to achieve 100 per cent efficiency!\(^\text{19}\)

Other important men whose work falls among the developing theories of educational administration of this period were Elwood P. Cubberly, Professor of Educational Administration at Stanford and George Strayer, Professor of Education at Teachers College, Columbia University. Callahan declares that these men were typical of the new breed of scholars in the field of school administration who were active in introducing the methods of the business world to the administration of schools after 1911.\(^\text{20}\)


\(^\text{19}\)Callahan, op.cit., p.133.

\(^\text{20}\)Ibid., p.180.
Cubberley was well known for his definitive writings on school administration, including the popular textbook, *Public School Administration*. He wrote that the school administrator's work consisted of four major tasks:

1. To be a supervisor or leader of teachers.
2. To be an administrator or executive officer of the board of education.
3. To organize and formulate educational policy.
4. To be a community leader in the area of education.

George Strayer, like Cubberley was an educational administrator of note who became active in the school survey movement. Griffiths notes in his work *The School Superintendent* that in 1914 Strayer announced that his National Committee on School Efficiency was prepared to conduct research surveys of public school systems. This period from 1911 through 1930 saw numerous school surveys taken throughout the United States in an attempt to rate the efficiency of public schools, and Professors of Education were active in applying the theories of scientific management to the investigation.

One of the early prominent writers in the field of administration

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22 Ibid., p.234.


24 Ibid., pp.29,30.
and organizational management was the famous social philosopher Mary Parker Follett. Miss Follett believed that the fundamental problem of organizations was to build and maintain dynamic and harmonious human relationships. Her classical work *Creative Experience*, presents a view of human relations as an essential ingredient in the operation of large enterprises.\(^{25}\) Throughout a long and productive life, Miss Follett served as a consultant to business, government and school systems presenting a point of view which emphasized the need for cooperation and coordination of human efforts to achieve common organizational type goals. The theories of Follett stand out in marked contrast to the ideas and principles of the scientific management school of thought.

An important writer in the area of industrial management theory whose work had considerable influence upon the development of administrative theory was Elton Mayo, Professor in the Department of Industrial Research at the Harvard School of Business. Mayo also helped to pioneer work in the area of human relations through his famous "Hawthorne Experiments" at the Western Electric Company in 1923-1932. His findings set forth in a subsequent work, provided administrators with the theory that workers might be motivated by other factors than economic rewards alone.\(^{26}\) Mayo believed that environmental factors and acceptance by the work group were important considerations for administrators to be aware


\(^{26}\)Elton Mayo, *The Human Problems of an Industrial Civilization* (Boston: Graduate School of Business Administration, Harvard University, 1946).
of. Such a viewpoint was a substantial departure from Taylor's belief that the worker was merely a production cog in the enterprise.

Another well known writer on administrative theory was Chester Barnard, the President of the New Jersey Telephone Company during the 1920's and 1930's. Barnard developed a position which emphasized that the functioning of the administrator had to take into account his relationship to the organization he administered. In his classic work *The Functions of the Executive*, Barnard stressed the concept of effectiveness being reached through the achievement of organizational goals and efficiency as a product of satisfactions by individuals realizing personal goals.  

Herbert Simon was yet another important contributor to the theoretical body of knowledge on administration. He was a Professor of Administration at Carnegie Institute of Technology who utilized the behavioral sciences to develop newer concepts in the field of administration. One of his works attempted to set forth concepts and vocabulary suitable for describing administrative behavior.

From 1911 through the 1930's the impact of the theories of scientific management on American education had continued unabated. During the 1930's the image of the superintendent of schools as a businessman continued and reached its zenith according to Griffiths.

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About this time educators such as Jesse H. Newlon began to become critical of a philosophy of school management which was based upon business efficiency. Newlon, a superintendent who later became Professor of Education at Teachers College and President of the N.E.A., conducted a content analysis of textbooks on school administration of the period. In his findings he reported that most of the administrative texts examined failed to emphasize materials in sociology, social psychology and political science as being important in administrative thought.\(^{30}\)

Slowly the ideas and thinking on administration in schools were beginning to change. One of Newlon's books, *Educational Administration as Social Policy*, was indicative of the feeling of a need to find newer approaches to effective school administration.\(^{31}\)

During the 1940's and 1950's some writers continued to view the field of school administration as a science in which the administrator should seek proficiency in techniques of management and school operation. One such writer may be considered to have been Arthur Moehlman. Moehlman, in his work, stressed the importance of the administrator learning to deal with concepts such as school finance, school building, textbook selection, "child accounting," and working with the board of education.\(^{32}\)

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\(^{30}\)Callahan, op.cit., p.200.


effort to move toward more modern concepts of administration and related empirical research. 

In the 1950's Paul Mort became a prominent writer in the field of educational administration. In his writings Mort laid great stress upon "common sense" as the major ingredient of the four components of his theories: value concepts, cultural sanctions, criteria and principles.

About this period another important author in the field of administrative theory emerged. This was Jesse B. Sears who had been influenced by the work of Frederick Taylor and others who had been active in the area of business management. Sears in his works emphasized the concept of authority as flowing from the administrator to the other members of the organization. A considerable amount of his work may be considered a throw-back to the scientific management ideas of establishing control of the enterprise through the establishment of authority from above.

In 1947 the National Conference of Professors of Educational Administration (N.C.P.E.A.) was formed at a meeting of the American


Under the leadership of Walter Cocking, Paul Mort and others, plans were formulated for further meetings to deal with the investigation and analysis of problems of school administration. By 1953 the organization was involved in theoretical work dealing with school administration and efforts were being made to apply some of the newer findings of behavioral science and the social sciences to the field.\footnote{Ibid., p.23.}

The systematic study of administration as a social process developed quickly throughout the late 1950's and the work begun by N.C.P.E.A. was complemented by the University Council for Educational Administration, an organization of universities offering doctoral work in educational administration. From the seminars and meetings of the U.C.E.A., considerable research and writing on the theoretical aspects of educational administration has developed.\footnote{Ibid., p.25.}

Two significant works growing out of U.C.E.A. conferences of this period included publications by Andrew Halpin and by Coladarci and Getzels. Halpin's book summarized most of the important work on administrative theory which had developed from the N.C.P.E.A. and U.C.E.A. conferences.\footnote{Andrew Halpin (ed.), Administrative Theory and Education (Chicago: Midwest Administration Center, University of Chicago, 1958, rev. Macmillan Co., 1967).} Coladarci's and Getzels' work provided thrust toward the
application of behavioral science to the field of educational administration. Much of the work of Coladarci and Getzels may be considered to have been in reaction to the more mechanistic approach to administration which was exemplified by Sears.

In 1957 the aforementioned Jacob Getzels and his student Egon G. Guba formulated a significant new theory in administration. They developed a social-process model of behavior which could be used to analyze organizational purposes and needs. The theory and a number of its applications were set forth that year in School Review. Essentially Getzels and Guba stressed roles and role expectations and personality as being important to the operation of an enterprise and its administration. In order to understand the behavior of specific role-incumbents in an institution it is necessary to know both the role expectations and the need dispositions of the person filling the role. Under this framework the relationship between an administrator is colored by both the role expectations of each and the personalities and individual needs of each. Faber and Shearron state that to the extent that the perceptions of their roles and each other's roles are congruent they understand each other and operate as members of a team. However, to the extent that their perceptions of the roles and needs are incongruent, the


possibilities of unsatisfactory working relationships exist and are enhanced. 42

In order to understand observed behavior according to Getzels' theory the sociological aspects of roles must be understood but also the psychological aspects of personality and needs. 43 The former aspect of behavior is called the nomothetic dimension. The latter is termed the idiographic dimension. The diagram below presents a schematic rendering of these relationships:

**NOMOTHETIC DIMENSION**

Social System

→ Institution → Role → Expectation → Observed Behavior

→ Individual → Personality → Need Disposition

**IDIOPGRAPHIC DIMENSION**

FIG. III GETZELS-GUBA MODEL SHOWING THE NOMOTHETIC AND IDIOGRAPHIC DIMENSIONS OF SOCIAL BEHAVIOR.

According to Getzels' and Guba's theory, social behavior derives simultaneously from both the nomothetic and idiographic dimensions. Therefore, administrative behavior results as the administrator acts within an environment composed of patterns of expectations for his behavior (role) in a manner that is consistent with his own personal pattern of needs and inclinations (personality). 44


43 Ibid., p.267.

44 Ibid., p.268.
Edward H. Litchfield developed a cyclical theory approach to educational administration which emphasized the process and activities of the administrator.\(^5\) Litchfield postulated in his theory that the administrative process was a cycle of action that included the following activities:

1. Decision making
2. Programming
3. Communicating
4. Controlling
5. Reappraising\(^6\)

One of the significant aspects of Litchfield's work was that he began to focus again upon the things that administrators do: their acts and decisions.

Another very important writer on administrative theory has been Daniel E. Griffiths. For Griffiths, the concept of decision-making becomes one of the most significant areas of administration. In his work, Administrative Theory, Griffiths describes the importance of decision-making, how it is influenced by the organization in which it takes place and the manner in which it occurs.\(^7\) The steps in the decision-making process as designated by Griffiths are:


\(^6\)Ibid.

1. Recognize, define, and limit the problem
2. Analyze and evaluate the problem
3. Establish criteria or standards by which a solution will be evaluated
4. Collect data
5. Formulate and select the preferred solution or solutions
6. Put into effect the preferred solution

According to this theory the key decisions made by the educational administrator for his school system make possible real growth and development of the educational program.

Griffiths divides decisions into various types or categories. One type is the "intermediary" decision made by superiors which the administrator as executive officer is expected to carry out. For example, a board of education might make an unpopular decision which the superintendent of schools is then expected to implement. A second type of decision is the "appellate" decision which is referred to the administrator by subordinates for various reasons such as lack of authority, competence or knowledge. Griffiths states that an overabundance of this type of decision would indicate poor organizational structure of the decision-making process. In effect too many decisions are being made

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50 Ibid., p.101.
at upper levels and perhaps not enough authority is delegated to subordinates. Finally Griffiths classifies a third category of decisions called "creative" decisions. These are decisions originating within the person of the administrator himself and which change the direction of the activity of the organization. This type of decision is especially important since often it is made outside the framework of existing policy or regulations and requires change in either the policy or organization itself.\textsuperscript{51}

John Hemphill is yet another writer on administrative theory whose work is of significance. Hemphill views administration as problem-solving.\textsuperscript{52} He differentiates between various types of social problems which require other people's assistance for solution and individual problems which lend themselves only to personal solutions.\textsuperscript{53} Hemphill has also written on the concept of leadership. He defines leadership as an act that initiates a "structure-in-interaction" as part of the process of solving mutual problems.\textsuperscript{54} Effective leadership acts are seen by Hemphill as those which result in the solution of mutual problems.\textsuperscript{55} Hemphill has recently collaborated on an important study of the Principal in the

\textsuperscript{51}Ibid.


\textsuperscript{53}Ibid., p.90.

\textsuperscript{54}Ibid., p.98.

\textsuperscript{55}Ibid., p.110.
elementary school setting with Daniel Griffiths and Norman Frederiksen which develops a model for the investigation of school administrator performance and personality. This investigation utilizes an "in basket" classification scheme for administrative tasks which is similar to that used in the "Administrative Functioning Grid" of the present study.

James M. Lipham, whose work was alluded to in Chapter I, makes an important distinction between the concepts of leadership and administration which has relevance for the present study of Emerson's administrative work. Lipham states that while the administrator may be identified as an individual who utilizes existing structures in order to achieve organizational goals, the educational leader actively seeks to initiate and effect change. This difference is recognized as a significant one for the present investigation and Emerson's acts and decisions are considered from each of these points of view.

Lipham has noted that in terms of completed investigations on leadership, only a limited number have been concerned with leadership in complex organizational settings and still fewer have drawn any substantive distinction between administration and leadership.

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58 Ibid., p.139.
Another important theoretical approach to the study of administration has developed from the work of the previously mentioned Andrew Halpin. Halpin stated in his work, *Theory and Research in Administration*, that administrative activity is made up of the following four components:

1. The Task
2. The Formal Organization
3. The Work Group (or Work Groups)
4. The Leader (or Leaders)\(^{59}\)

Halpin's research is of significance since his work, like that of Getzels and Cuba, attempts to take into account the working of the organization and environment in the process of administration.

Halpin has also done considerable writing and research in the area of leadership behavior. In this regard he has built upon and refined some of the early leadership studies which were developed at Ohio State University in the early 1950's. One of these studies by Hemphill and Coons produced a "Leader Behavior Questionnaire" (LBDQ), which has been used to evaluate leader behavior in different organizations and settings.\(^{60}\)

From the leadership research at Ohio State a description of leader behavior in two dimensions emerged: "initiating structure" and

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\(^{60}\)John K. Hemphill and Alvin E. Coons, *Leader Behavior Description* (Columbus, Ohio: Personnel Research Board, Ohio State University, 1950).
"consideration." According to Halpin "initiating structure" refers to leader's behavior in delineating the relationship between himself and members of the work group. It also relates to his efforts to establish well defined patterns of organization, channels of communication and methods of procedure. "Consideration," on the other hand, refers to behavior which is indicative of friendship, mutual trust, respect and warmth in the relationships between the leader and his staff.\(^6\)

Hersey and Blanchard note that initiating structure seems to be task-oriented while consideration is relationships-oriented and tends to emphasize the needs of individuals.\(^6\)

In later leadership investigations at Ohio State and elsewhere initiating structure and consideration were applied to the behavior of leaders. The results showed that leadership style varies considerably. Some leaders depend to a considerable degree upon rigid, structured standards of performance from employees. Others concentrate more on building and maintaining good personal relationships with their followers in order to accomplish organizational goals.\(^6\) One important aspect of this study of Emerson attempts to determine to what extent he operated administratively and as an educational leader via human or personal


relationships as compared to technical or production-oriented methods of functioning.

Hersey and Blanchard have noted that occurring almost simultaneously with the Ohio State studies of leadership, research was being conducted at the University of Michigan.\(^\text{64}\) These leadership investigations identified two concepts which were called "employee orientation" and "production orientation," and which parallel closely the Ohio State concepts. The leader who is production oriented emphasizes production and the technical aspects of the job. The leader who is employee-oriented emphasizes personal relationships as important aspects of the organization's task.\(^\text{65}\)

These concepts of leader behavior developed from the Ohio State and Michigan studies have had increasing influence upon recent work in educational theory. The on-going work of Hemphill, Halpin, Griffiths, Hersey and Blanchard is an outgrowth of this approach.

Hersey and Blanchard have developed a "Life Cycle" theory of leadership which is based largely upon the group that is led.\(^\text{66}\) It attempts to demonstrate to leaders that an understanding of the relationship between an effective style of leadership and the maturity of one's


\(^{\text{65}}\)Ibid.

subordinates is significant. The Life Cycle theory states that as the level of maturity of one's subordinates continues to increase, appropriate leader behavior requires less structure (task) and less socio-emotional support (relationships).\(^{67}\) The theory suggests that administrators such as school superintendents of large school districts may be able to supervise directly more individuals than was previously thought practicable, especially if those supervised are mature and skilled in the operation of their jobs.

One related aspect of the present investigation of Emerson's administrative functioning deals with the extent to which he directly supervised subordinate supervisors and administrators or permitted them to operate independently as the Buffalo school system grew in size and complexity.

Recent Administrative Theory Bearing Upon the Importance of Human Skills in Administrative Functioning

Since the early work of Follett and Mayo a number of writers on administrative theory have dealt with the question of the importance of the use of human skills for today's educational leader and administrator. The whole field of human relations as a management and administrative tool underlies this research. For purposes of this study the investigator will cite only three of these theories or viewpoints which appear to be most relevant to the present research.

The X and Y theory developed by Douglas McGregor grew out of some of the earlier work of Elton Mayo.\(^{68}\) McGregor postulated that most

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\(^{67}\)Ibid.

large organizations are centrally organized to control decision-making from above and to control employee behavior by a philosophy which emphasizes the importance of money, fringe benefits and threats of punishment. This is called the "X theory". Administrators who operate from this type of environment maintain strong external controls over subordinates believing that they are basically irresponsible and immature. They tend to be task or production oriented.

McGregor believed that this point of view ran counter to men's actual wants and needs and was inappropriate in a democratic society. He developed a position which he labeled "Theory Y" which assumes that workers are not basically lazy and irresponsible. It states that man can be basically self-directed and creative at work if properly motivated. The importance of administration and leadership should be to help the worker reach his greatest potential by motivating him properly. As Hersey and Blanchard point out, "the properly motivated worker can achieve his own goals best by directing his own efforts toward accomplishing organizational goals." The administrator who utilizes the Y theory approach tends to emphasize human skills and human relationships.

Follow-up research from the previously mentioned Michigan studies was undertaken by Likert to attempt to learn the management skills of high-producing managers in the early 1960's. Likert found that "super-

69 Hersey and Blanchard, Management of Organizational Behavior, op.cit., p.41.

visors with the best records of performance focus their primary attention on the human aspects of their subordinates' problems and on endeavoring to build effective work groups with high performance goals." Managers and administrators who kept constant pressure on tasks were called "job-centered" and tended to have lower production from their sections.

Finally, Hersey and Blanchard in their work, Management of Organizational Behavior, state:

While the amount of technical and conceptual skills needed at different levels of management varies, the common denominator that appears to be crucial at all levels is human skill.

The significance of the use of human skills by an administrator has relevance to the present study in terms of the types of administrative skills utilized by Emerson in carrying out his administrative tasks. This aspect of the present investigation has been dealt with in more detail at the beginning of Chapter III.

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71 Ibid., p.7.
72 Ibid.
73 Hersey and Blanchard, Management of Organizational Behavior, op.cit., p.7.
CHAPTER IV

DESCRIPTION, ANALYSIS AND CLASSIFICATION OF SUPERINTENDENT EMERSON'S ACTS AND DECISIONS

Coding Pattern

Analysis of Emerson's acts and decisions is undertaken in the present chapter in terms of the three periods of his superintendency which were discussed in Chapter III. The coding key for classifying acts is as follows:

- **ET**: An act relating to the Educational Program Content area and Technical skill area of the Administrative Functioning Grid
- **EG**: An act relating to the Educational Program content area and the Human skill area of the Administrative Functioning Grid
- **EC**: An act relating to the Educational Program content area and Conceptual skill area of the Administrative Functioning Grid
- **PT**: An act relating to the Developing Personnel content area and Technical skill area of the Administrative Functioning Grid
- **PH**: An act relating to the Developing Personnel content area and Human skill area of the Administrative Functioning Grid
- **PC**: An act relating to the Developing Personnel content area and Conceptual skill area of the Administrative Functioning Grid
- **RT**: An act relating to the Community Relationships content area and the Technical skill area of the Administrative Functioning Grid
- **RH**: An act relating to the Community Relationships content area and the Human skill area of the Administrative Functioning Grid

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RC  An act relating to the Community Relationships content area and the Conceptual skill area of the Administrative Functioning Grid

FT  An act relating to the Maintaining of Funds and Facilities content area and the Technical skill area of the Administrative Functioning Grid

FH  An act relating to the Maintaining of Funds and Facilities content area and the Technical skill area of the Administrative Functioning Grid

FC  An act relating to the Maintaining of Funds and Facilities content area and the Conceptual skill area of the Administrative Functioning Grid

T   An act classified as falling in the Technical (T) area of the Leadership Skills Construct

H   An act classified as falling in the Human (H) area of the Leadership Skills Construct

C   An act classified as falling in the Conceptual (C) area of the Leadership Skills Construct

I   An act classified as falling in the upper management level of the Leadership Skills Construct

II  An act classified as falling in the middle management level of the Leadership Skills Construct

III An act classified as falling in the lower management level of the Leadership Skills Construct

1   An act which falls in the first period (1893-1901) of Emerson's tenure

2   An act which falls in the second period (1902-1910) of Emerson's tenure

3   An act which falls in the third period (1911-1918) of Emerson's tenure

N   An act which is classified as "new" by Emerson and not a usual administrative act
Period 1 (1893-1901) Analysis

After Henry P. Emerson was elected Superintendent of the Buffalo Schools and assumed his office on January 1, 1893 he began to fulfill some of his campaign promises to the electorate. One of these was the issue of whether or not free textbooks should be provided at public expense for the school children of Buffalo. Emerson had stated that he favored this course and if elected would do all in his power to achieve it.\textsuperscript{1} Superintendent Emerson was forced to plead his case for free textbooks before the Board of Aldermen and it was not until well into the 1893 school year that the necessary funds were provided.\textsuperscript{2} In a report to the Board of Aldermen dated March 13, 1893, Emerson stated that free textbooks were needed for the children of Buffalo for a number of reasons:

1. Free textbooks meant a saving in time since all children would be supplied with them at the outset of the school year.

2. Cost of textbooks would be less since they could be purchased in quantity.

3. Other city school systems surveyed by Emerson which supplied free textbooks experienced better

\textsuperscript{1}\textit{Cannan Study}, p.42.

attendance rates. (Emerson felt that some parents kept their children at home since they were too poor to purchase them for their children and too proud to admit they could not provide the cost of the books.)

This act by Emerson is classified by the Administrative Functioning Grid as ECN1 and is assigned to Table A. In terms of the Leadership Skills Construct it is classified CNI and assigned to Table B. The act is classified as having a major conceptual connotation since the idea of providing textbooks at public expense was still considered to be a novel idea in public education in 1893. The act is assigned number 1.

The 1891 Charter of the City of Buffalo had established a Board of School Examiners, one of whose duties was to provide lists of qualified, eligible candidates for teaching positions to the Superintendent of Schools. When Emerson took office he stated that, "I intend to act in harmony with the Board and so far as possible to make appointments that it would endorse." Emerson appears to have carried out this policy throughout his career and to have selected qualified teachers from official lists rather than succumbing to political favoritism. Cannan states that his choice of teachers was based upon their qualifications and efficiency rather than through

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3Ibid., p.356.

4News, November 28, 1892.
friendship or influence.  

Emerson's actions in regard to teacher appointments represented a somewhat reform viewpoint which were a departure from earlier practices noted by Dr. Joseph Rice in his study of the Buffalo School system prior to the time when Emerson assumed his office.  

This decision by Emerson is classified by the Administrative Functioning Grid as DHNI and is assigned to Table A. In terms of the Leadership Skills Construct it is classified HNI and assigned to Table B. The act is classified as having a major personnel and human connotation dealing as it did with a need to grant recognition of individual preparation and ability among educational practitioners and to improve the welfare of the children they taught. The decision is assigned number 2.

In 1893 after Emerson had been in office for almost a year he decided to appoint an elementary supervisor to oversee the operation of the city elementary schools. For this position he submitted the name of Dr. Ida C. Bender a woman who held an M.D. from the University of Buffalo. The Common Council approved the nomination and Dr. Bender became Supervisor of the Primary Grades for the Buffalo school system.  

5Cannan Study, p.42.  
7Cannan Study, p.104.
This act by Emerson was somewhat unusual for the nineteenth century when few women were advanced to the upper administrative levels of American city school systems.

This act is classified as PHN1 by the Administrative Functioning Grid and is assigned to Table A. In terms of the Leadership Skills Construct it is classified HNI and assigned to Table B. The act is classified as having major personnel and human connotations and is assigned number 3.

In 1895 the state of New York passed a law permitting the Public school authority of any school district to establish a school or classes for the professional training of teachers. Superintendent Emerson immediately began to make preparations to establish a Teachers' Training School in Buffalo to supply the city with teachers. In his 1895-1896 Report Emerson stated the need that he knew existed for qualified people:

We need a supply of about seventy-five new teachers a year to fill vacancies and to provide for the increasing school attendance. It is plain that we cannot depend on the Normal School for this number, since many, probably a majority, of its students are non-residents. Nearly every city in the state has already made provision for the training of its own teachers. This is true of Albany, a city of about one fourth the population of Buffalo, although it has a normal school located in its midst.

Superintendent Emerson's plea to the Common Council was heeded and in 1896 a Teachers' Training School with a Principal and three assisting teachers was opened at School No.10. It continued in operation

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8Superintendent's Annual Report, 1895-1896, p.95.
9Ibid., p.96.
for many years and taught a prescribed course of study which met state requirements. The curriculum included courses such as "Psychology and Principles of Education," "History of Education," "Methods in Mathematics" and "Methods in Nature Study." Graduates of the school who attained 75 percent grades or better in their subjects received state certification for periods of three years.

This action by Emerson is classified as PCN1 by the Administrative Functioning Grid and assigned to Table A. As a leadership act it is classified CNI and placed in Table B. The act is classified as having major Personnel and Conceptual characteristics in that it established a system of providing trained personnel for the city's schools. The act is assigned number 4.

In 1894 Emerson inaugurated a flexible course of study in the Buffalo elementary schools which was designed to meet the needs of individual children by grouping them into high and low groups. Cannan states that Emerson had this done in order to meet the needs of the numerous immigrants' children who were then attending Buffalo schools and who knew little or no English. This decision by Emerson encouraged teachers to divide their classes for such subjects as grammar and arithmetic. By doing this Emerson explained in one of his Reports, "the slow group could concentrate on essentials while the other group could receive enrichment in their studies." This system continued in effect in the Buffalo elementary schools until well after 1900.

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10 Cannan Study, p.76.

11 Superintendent's Annual Report, 1899-1900, p.17.
This act is classified by the Administrative Functioning Grid as ET1 and assigned to Table A. By the Leadership Skills Construct it is classified as TII and assigned to Table B. The act carries a strong technical and program connotation and might well have been developed as capably by Dr. Bender or other supervisory personnel. Nevertheless, the Superintendent appeared to have felt strongly about the program and he seems to have had an on-going interest in elementary curriculum even though his own background was of a secondary nature. This action brings to mind some of the criticism of reform administrators noted by Michael Katz who feels that some of them developed techniques and bureaucratic organizations designed to keep immigrant and poor children segregated by class.12 This act is assigned number 5.

Superintendent Emerson increased the supervisory staff in 1896 when he appointed Columbus Norman Millard to the position of Supervisor of Grammar Grades.13 This, in effect, divided the supervision of the elementary schools with Dr. Bender overseeing the lower, primary grades and Mr. Millard in charge of the upper levels. Mr. Millard was a graduate of Oswego State Normal and had served as principal of several of the city elementary schools prior to his appointment by Emerson.14 This action by Emerson is viewed as having human and personnel type characteristics. It seemed to demonstrate that as the number of

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13Cannan Study, p.108.
14Ibid.
elementary schools expanded in the city of Buffalo, the Superintendent was concerned about providing adequate supervision of teachers. In justifying the need for an additional supervisor to the Common Council Emerson stated:

I would be glad to do this work if other duties would allow. In some respects it would be more congenial than the administrative tasks which now consume my time, but the city is so large, the number of teachers so great, that it is utterly impossible for the Superintendent personally to do the kind and amount of purely supervisory work which really needs to be done. In making out my estimate for next year, I shall provide for such an assistant.  

This act is classified by the Administrative Functioning Grid as PHNL and is assigned to Table A. By the Leadership Skills Construct it is classified HNI and assigned to Table B. It is assigned number 6.

In 1895 Emerson decided to change the format of the monthly Teacher Institutes or meetings which had been mandated by the Common Council as part of the teachers contractual obligations since Superintendent Crooker's tenure. These institutes had been held monthly on a certain date and often were considered to be of little relevance or benefit by teachers throughout the Buffalo system. Emerson acknowledged this and in 1895 devised a new plan which provided that general meetings would be called by the Superintendent only at those times when there were important matters to bring before the staff or when a prominent speaker had been invited to address the teachers on a topic of educational interest. The second part of the Superintendent's

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15Superintendent's Annual Report, 1895-1896, pp.33,34.
plan stated that henceforth teachers meetings would be established by supervisors on a grade basis to permit teachers with common concerns and problems to share their views with peers. The new meeting format was designed to bring together teachers for active discussion rather than passive listening. Also one grade meeting would be held each month requiring only teachers of that particular grade to be in attendance.¹⁷

This action by Emerson is considered to have both conceptual and personnel characteristics since it was an attempt to improve the teaching program of the city by upgrading the background of teaching personnel. The act is classified by the Administrative Functioning Grid as PCNI and is assigned to Table A. By the Leadership Skills Construct the act is classified HNI and assigned to Table B. The act is designated number 7.

A year earlier, in 1894, Emerson substantially redefined the roles of the Directors of Music and Art and their special teachers. Prior to this time all teaching of these subject in the elementary schools of Buffalo had been carried out by special teachers.¹⁸ With the growing elementary school population Emerson decided to turn over the responsibility for such teaching to the regular classroom teacher. He therefore instituted a program by which the directors of special teachers in the departments of art, music, penmanship and their staffs would provide instruction for classroom teachers in these areas.¹⁹

¹⁷Ibid.
¹⁸Cannan Study, p.110.
¹⁹Superintendent's Annual Report, 1893-1894, pp.18,19.
rationale for his action, Emerson quoted Dr. William T. Harris as having declared that "special teachers should rarely if ever be employed for any purpose other than to re-enforce the work of the regular teacher." While Cannan states that Emerson did not expect that "ideal success" would follow this change immediately he was optimistic that regular classroom teachers might improve their ability in the special subjects with exposure and experience.

The act is classified as primarily a conceptual program decision. By the Administrative Functioning Grid it is classified as ECN1 and assigned to Table A. By the Leadership Skills Construct it is classified as CNI and assigned to Table B. The act is coded number 8.

In 1897 Emerson became embroiled in a controversy with Charles Skinner, the State Superintendent of New York over the dismissal of teachers. Skinner claimed that any Buffalo teacher dismissed by Emerson had the right to appeal to him concerning the removal since he had jurisdiction over all school teachers and local superintendents. Cannan stated that Emerson resisted this position vigorously and argued that under the rules of the Buffalo City Charter only he was empowered to issue new contracts. In quoting from the charter he noted:

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20Ibid., p.19.

21Cannan Study, p.111.

22Courier, April 11, 1897.

23Cannan Study, p.117.
The Superintendent of Education shall be at the head of the school department, and shall select all new teachers to be employed in the different schools from among the names from time to time certified to him by the Board of School Examiners. He shall have the authority to hire all new teachers ... may suspend, and for cause after a hearing, with the concurrence of the Mayor, dismiss any teacher.24

Emerson actively worked to upgrade the quality of the teachers in the Buffalo school system. Cannan states that Emerson utilized the eligibility list supplied by the Board of School Examiners though he did not always select the top person listed for he was not required to do so.25 Evidently he also dismissed those teachers who were recommended as being incompetent or lazy. In either case he upheld his powers in regard to the selection and dismissal of teachers as necessary in order to provide quality teaching in Buffalo. His dispute with State Superintendent Skinner ended with his powers over these matters undiminished as he was supported by the Common Council in the dispute.26

The action is classified as a technical matter involving authority over personnel and is classified by the Administrative Performance Grid as PT1. By the Leadership Skills Construct it is considered a technical concern and is classified as TI. The action is assigned number 9, and appears in Tables A and B.

Prior to Emerson's superintendency little had been done to establish manual training classes as a part of the school's program.

24 Charter of the City of Buffalo, revised 1891, p.48.
25 Cannan Study, p.93.
26 Ibid.
As one of his early campaign promises Emerson had pledged to institute such classes. In 1895 manual training classes for boys were established in five schools as a part of the upper elementary program. Eventually manual training classes and shops were established in many of the Buffalo elementary schools as were classes in sewing and home management. The teaching of the latter subjects began in February of 1896 and was subsequently extended into more than 30 of the city elementary schools. By 1897 a Director of Manual Training was appointed and this "practical phase" of the educational program was rapidly expanded within the city schools.

Emerson evidently took considerable pride in the growth of the manual training program. In one of his later reports to the Common Council he stated:

The material growth of manual training has been accompanied with an equally significant evolution of its methods. The training of character has always been the principal aim of hard work. Honesty, self-reliance, initiative, reliability, frankness, order, precision, skill and industry are prominent among the qualities it has purposed to strengthen and develop.

The social advantages of educating people to an appreciation of the place and dignity of labor in the world of economy are evident and the possibilities of such training through the introduction of manual labor into the school course have been repeatedly set forth.

Emerson's statement here echoes some of the ideas of Snedden and Dutton whose writings on vocational education have previously been

27 Cannan Study, p.152.
28 Ibid.
noted. Nevertheless it may well be that Emerson's initial interest in manual training for youngsters was originally sparked by the earlier work of Calvin Woodward in the 1880's.

The decision to establish manual training schools is considered a conceptual act having strong implications for the educational program. By the Administrative Functioning Grid it is classified ECN1. By the Leadership Skills Construct it is classified CNI. The decision is assigned number 10 and assigned to Tables A and B respectively.

In 1895 Emerson went before the Buffalo Common Council to ask for more money to support supplementary reading programs for the schools. This was only two years after his efforts had succeeded in getting free textbooks for Buffalo school children.30

Cannan states that Emerson believed that if children were furnished free books in sufficient quantity beyond basic textbooks, the proper reading material would create in them a "taste for good reading."31 In his effort to obtain these funds Emerson presented cost estimates as was his method, and received permission to go ahead from the Common Council but not to exceed his estimates.32 The action demonstrated Emerson's concern about the teaching of reading which to him was of considerable importance in the program of the grammar school.

The act is classified by the Administrative Functioning Grid as

30Cannan Study, p.147.
31Ibid.
32Common Council Proceedings, City of Buffalo, 1895, pp.1595-1596.
ETI, a technical matter of some importance relating to the educational program, and assigned to Table A. By the Leadership Skills Construct the act is classified as TI and assigned to Table B. The act is assigned number 11.

One of Henry P. Emerson's interests and concerns throughout his tenure as superintendent was the teaching of citizenship. Formal course work in the area of civics and government had been limited in the Buffalo schools prior to Emerson's superintendency. According to Cannan, Emerson inaugurated a developmental course of study in 1894 which dealt with citizenship beginning in the third grade and continued through the eighth. The course work included study of the duties of citizenship, the form of the U.S. government and the provisions of the Constitution. Classes also studied current events and election results. Later, mock elections were held by pupils in the upper grades, especially the secondary schools. While Emerson expected that some teachers might not have been interested in the program initially, the Superintendent stated in an interview in 1899 that he believed the program tended to "increase pupils' knowledge of their government and to improve society."34

This viewpoint of Emerson's reflected some of the concern over the role of the school in teaching citizenship which had been voiced

33 Cannan Study, p.150.
34 Courier, March 12, 1899.
by G. Stanley Hall, E.J. James and others.\textsuperscript{35} It continued to remain an important aspect of the Buffalo Schools' program throughout Emerson's superintendency.

The act is classified by the Administrative Functioning Grid as ECNI and assigned to Table A. It is viewed as a program having a conceptual rationale which provided an important new, ongoing school function. By the Leadership Skills Construct the act is classified as CI and assigned to Table B. The act is assigned number 12.

In 1895 the state of New York passed a Compulsory Education Law.\textsuperscript{36} Superintendent Emerson one year earlier requested in his Budget that the Common Council provide extra attendance officers to make certain that the provisions of this law would be obeyed and that children who were of school age were attending city schools.\textsuperscript{37} The Council passed this portion of the Budget and the necessary officers were employed. This decision by Emerson is classified as PTI by the Administrative Functioning Grid and is assigned to Table A. The act is viewed as a technical aspect of personnel development which was necessary to enforce the state's regulations. Under the Leadership Skills Construct the act is classified as TI and is assigned to Table B. The act is numbered 13.


\textsuperscript{36}Cannan Study, p.155.

\textsuperscript{37}Superintendent's Annual Report, 1893-1894, p.15.
In 1891 kindergartens had been established in Buffalo under the auspices of the Free Kindergarten Association of the city of Buffalo.38 These schools were at first supported by philanthropic and civic minded persons and were not directly connected with the public school system, although the city did pay the salaries of eight of the kindergarten teachers. Convinced of the valuable programs of these schools, Superintendent Emerson in 1896 recommended that the schools be taken over and operated as part of the public school system.39 In making this request which was acceded to by the Council, Emerson stated:

The blessing of a kindergarten for little children [in poor neighborhoods] is that it supplies the good influences which more favored children enjoy at home. The kindergarten is of special advantage also to children who hear no English spoken at home and who consequently lose from one to three years in getting fairly started in the public schools.40

This viewpoint seems to have echoed some of the reform philosophy of the period and appears to reflect the sentiments of Francis Wayland Parker and others. By 1898 the kindergartens in Buffalo were operated under the public school systems due to Emerson's efforts.

The act is classified by the Administrative Functioning Grid as ECN1 representing a decision to expand the education program in a manner which required a new conceptual approach to the role of the Buffalo schools. By the Leadership Skills Construct the act is

39Ibid., p.31.
40Ibid.
classified as CNI. The act is assigned to Tables A and B and is numbered 14.

One of the major difficulties that Emerson encountered in his relations with the Common Council, according to Cannan, was over the question of site selections for new schools.41 After he assumed the superintendency, Emerson found that the high school population of Central High School had become so great that many students were being housed in annexes. Emerson immediately launched a campaign to build a new high school. After many delays and much political maneuvering the new Masten Park High School was opened in 1897.42 The school was scarcely opened before plans were drawn up for a third high school. Throughout the major part of Emerson's career the building of schools was controlled by the Common Council and the Board of Public Works.43 As a result many of Emerson's acts and decisions were limited by a lack of authority in these areas. Toward the end of his career when an appointed Board of Education was formed, the problem eased markedly according to Cannan.44

The act of commencing the building of additional high schools for Buffalo is classified as FH1 by the Administrative Functioning Grid, an example of maintaining more facilities for people who wished advanced schooling to prepare for life in the city of Buffalo and its

41 *Cannan Study*, p.189.
42 *Courier*, August 30, 1897.
43 *Cannan Study*, p.188, 189.
surroundings. By the Leadership Skills Construct the decision is labeled HI. The act is assigned number 15. It is assigned to Tables A and B respectively.

The process of building new secondary schools continued throughout all of Emerson's career as superintendent. Cannan states in this regard that he "often reminded the School Committee of the Common Council of the urgency of providing accommodations for children and frequently schools became overcrowded as soon as they were opened."\footnote{45} Between the years 1894 and 1896 the school population of the Buffalo schools increased by 3170 pupils.\footnote{46}

In 1899 Emerson engaged in a controversy over some shoddy maintenance work in the schools which prevented schools from opening on time and pointed out his limitations of authority in this area. In exasperation he wrote in one of his reports to the Council that "the Board of Public Works was in charge of the erection, the furnishing and repairing of buildings and the letting of contracts sanctioned by the Council; that the Mayor appointed custodians while he the Superintendent was expected to pay for them out of his budget."\footnote{47} In another report along the same line he noted that "when the schools are inconvenienced in September because necessary vacation repairs are delayed, that this was not the responsibility of his staff or of himself."\footnote{48} Cannan states that while Emerson was willing to assume

\footnote{45}Ibid., p.187.
\footnote{47}Superintendent's Annual Report, 1900-1901, pp.31-33.
\footnote{48}Superintendent's Annual Report, 1899-1900, p.15.
responsibility for poor instruction, poor teaching or poor textbooks he balked at taking the blame for problems involved in school building or school maintenance which fell under the control of the Board of Public Works. When he became particularly incensed Emerson went to the newspapers as in his action of 1899 when poor contracting and maintenance delayed the opening of several schools that year in September. In this case he laid the blame in equal parts to the Board of Public Works who awarded the maintenance contracts and to the contractors.

This example of Emerson's willingness to take issues to the public through the news media was characteristic of his approach to the superintendency. Where large outlays of public money were involved, Emerson especially seems to have believed that he had the duty to put all the facts before the public. This action by Emerson is classified by the Administrative Functioning Grid as RCl an example of a community concern with significant conceptual aspects (schools were not being opened on time) which admittedly dealt with the area of maintenance of school facilities. By the Leadership Skills Construct the act is classified as CI. The act is assigned to Table A and B and is assigned number 16.

Emerson believed that schools should be built in appropriate locations where they would serve the most children. Cannan states that

49 Cannan Study, p.204.
50 Courier, October 1, 1899.
in 1897 a controversy arose over whether or not the old Central High School should be rebuilt and enlarged in the downtown area of the city.\textsuperscript{51} The Superintendent did not favor this idea since he believed that this area could be served adequately by the existing high school. He stated in the Buffalo newspapers that he favored a site further north where newer residential areas were developing and where more children could be better accommodated.\textsuperscript{52} This decision was eventually resolved along the lines that the Superintendent favored and it would seem that his firm stand was instrumental in the decision being reached.

The act is classified by the Administrative Functioning Grid as FC1 an example of a decision which affected the school facilities through an area of conceptual concern. The act is assigned to Table A. By the Leadership Skills Construct the act is classified as CI and is assigned to Table B. The act is assigned number 17.

In 1899 Superintendent Emerson was elected President of the Council of School Superintendents of the State of New York. Cannan states that one of his official innovations in that office consisted in changing the format of meetings from a presentation of formal papers to a series of less formal discussions of school and administrative problems.\textsuperscript{53}

This action by Emerson was similar to the type of procedure he

\textsuperscript{51}Cannan Study, p.200.

\textsuperscript{52}Courier, December 27, 1897.

\textsuperscript{53}Cannan Study, p.228.
appears to have favored in meeting with his Principals and other subordinate administrators in the Buffalo schools, according to newspaper accounts of the period.\(^{54}\)

This action is classified by the Administrative Functioning Grid as PHN1 an action which involved personnel in a newer human setting designed to improve communication and come to grips with common problems. The act is assigned to Table A. By the Leadership Skills Construct it is classified HNI and assigned to Table B. The act is assigned number 18.

While Emerson was elected to his superintendency six times as a Republican candidate for the office, the Superintendent went on record early as favoring an elected school board which would appoint its own superintendent. Emerson made this point in response to questions directed toward him at the N.E.A. Convention of 1893.\(^{55}\)

At that time, he went on record stating that he preferred that there be a small board of education of seven or nine members elected at large for terms of five, six or seven years. He felt that the board should appoint the Superintendent and oversee the educational needs of the city but that the Superintendent should appoint the staff and administer the schools.\(^{56}\)

This publicly stated viewpoint was held to by Emerson throughout his long tenure in Buffalo. It is interesting that not until the

\(^{54}\)Express, October 8, 1899.


\(^{56}\)Cannan Study, p.231.
very end of his career, in 1916, would an appointed school board become the policy making body for the Buffalo Schools.

Emerson's strong early views on this matter are viewed as an action which displayed strong conceptualization of the role of the chief school officer in relation to the public he served. In a very real sense this viewpoint reflected a willingness to change the organizational controls over the Buffalo schools and to adopt a system which would emulate the common practices of other city school districts. Although Emerson later became a seasoned political campaigner he appears to have spoken out consistently for school reform in terms of the fact that Buffalo remained virtually the only large city in New York after 1900 which elected its superintendent and then required him to report to the Common Council. The act is classified by the Administrative Functioning Grid as RC1. By the Leadership Skills Construct the act is labeled CI. The act is assigned number 19 and recorded in Tables A and B respectively.

Superintendent Emerson was continually conscious of the cost of operating the Buffalo Schools. In 1895 he included in his Superintendent's report a study which he had instigated to determine the cost of some of the new programs such as the free textbook program, the new primary supervisor and the flexible curriculum. This report, which did not include maintenance or building costs, concluded that per pupil expenditures had been reduced although programs and personnel had been expanded.57 Emerson was constantly concerned about the

57Superintendent's Annual Report, 1894-1895, p.17, 18.
expenditures of money throughout his tenure and was constantly running cost studies to demonstrate the ways in which he attempted to look out for the taxpayer's money. It is interesting to note that he practiced this type of budgetary economy from an early point in his career. The act of running cost studies is classified by the Administrative Functioning Grid as FTN1 an example of operating in a manner which maintained technical control over financial aspects of the school's program. It is of significance that Emerson kept the public informed of the results of his studies through the newspapers and through his annual reports. By the Leadership Skills Construct the act is classified TNII and is assigned number 20. The act is recorded in Tables A and B.

In 1896 the National Education Association held its thirty-fifth annual meeting in Buffalo and Superintendent Emerson was active in handling arrangements for the affair. Emerson served as Chairman of the Local N.E.A. Committee which handled the organization and much of the business of the meeting. In this capacity the Superintendent arranged to have many of the Buffalo teachers and school facilities involved in the meeting. His actions in this regard were such as to provide a hospitable welcome for the delegates and to show the Buffalo schools and their programs to a group of educators from other parts of


59 Ibid.
the nation. Cannan states that he participated actively in such
conventions as a coordinator or speaker.  

This action by Emerson was an example of his willingness to
involve himself and the Buffalo schools in the professional activities
of educational organizations. He remained active in state and national
educational organizations throughout his career as Superintendent in
Buffalo. The act is classified as RHN1 by the Administrative Functioning
Grid an example of community involvement of people in a human context
which would permit the exchange of educational ideas and practices. The
act is labeled HNI by the Leadership Skills Construct. The act is
recorded in Tables A and B respectively and is assigned number 21.

In 1898 the Buffalo School Department at the urging of Super-
intendent Emerson began to make available its school buildings in the
summer as vacation schools for immigrant children in order to help
prepare them for entrance into the regular schools in September.
Cannan states that the program was initially set up on a trial basis
after Emerson had learned that similar schools were being operated in
other cities such as New York, Philadelphia and Chicago. 61 This practice
was inaugurated at first with the assistance of the Women Teachers'
Association and the Principals' Association who contributed both funds
and volunteer help to operate the program. The vacation schools were
really the first summer school programs operated in Buffalo and provided

60 Cannan Study, p.226.
61 Ibid., pp.161, 162.
course work in English, patriotism, manual training and sewing.

The program was frankly viewed as operating most successfully in those sections of the city which had a large foreign-born population who were handicapped in the regular school sessions because of their inability to understand English. To this end the program served as an attempt to assist in the Americanization of immigrant children. By 1900 the program was well established and was being funded in part by the city. Cannan believed that Emerson's action in inaugurating these classes was very similar in intent to current funded programs for the disadvantaged city children which are designed to ready them for successful entrance into school programs.

This action by Emerson is classified as EHNI by the Administrative Functioning Grid an example of a new program designed to provide better and more successful educational opportunity for people. The volunteer aspects of its early development and contributions of Buffalo teachers make it a unique example of Emerson's ability to utilize human skills to effect change. By the Leadership Skills Construct the act is classified as HNI. The act is recorded in Tables A and B respectively and is assigned number 22.

In 1897 Emerson arranged for the Buffalo Public Library to develop a program in the elementary schools which permitted them to staff and manage a number of the school libraries. Under this arrangement the Library supplied pupils with books for supplementary reading

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62 Cannan Study, pp.161, 162.
63 Ibid., p.163.
and even placed librarians in a number of the schools on a rotating basis.64 According to Cannan this program, which was financed in part from state revenues, proved very successful and close cooperation was affected between the schools and the library for many years.65

This was evidently a project which Emerson felt deeply about. In one of his reports he gave his views on the matter:

More and more it is felt that a public library and the public school have the same purpose and aim. Each in its own sphere is a public educator, and each can help the other; their duties are reciprocal. The library furnishes the school with books useful in the school work, and helpful in giving the right bent to the child's thoughts and energies. The school, on the other hand, is bound to prepare the child to make a good use of the treasures which the library offers, by developing in him a love of good reading. . . . I bear cheerful testimony to the hearty and intelligent cooperation in this work on the part of the management of the Public Library. The books sent to the schools are carefully selected and are such as naturally correlate with work of the school, thus supplementing and broadening such studies as geography, history, literature and science.66

This act is classified by the Administrative Functioning Grid as ECN1 an example of a conceptual skill in developing a new program for the school which utilized facilities outside the schools proper. The act is recorded in Table A. By the Leadership Skills Construct the act is classified as CNI and is assigned to Table B. The act is assigned number 23.

After he had been in the superintendent's office for three years, Emerson in 1896 established sewing instruction for girls in the

64 Courier, February 15, 1897.
65 Cannan Study, p.166, 167.
upper elementary grades. Cannan states that initially such instruction was instituted in eighteen of the city schools for periods of fifty minutes once a week. Additional teachers were hired to staff the program. 67 Emerson believed that such programs gave the girls a change of routine as well as some recreation according to Cannan. 68

This act is classified by the Administrative Functioning Grid as ECN1 and assigned to Table A. By the Leadership Skills Construct it is classified as CNI and assigned to Table B. The act is numbered 24.

After the sewing program had been successfully launched in the Buffalo schools, Emerson arranged in 1896 to have an exhibition of the sewing work placed on display in the Women's Union. Cannan states that this procedure became an annual affair which Emerson supported vigorously. She believed that Emerson favored this type of activity which placed the work of pupils before the public in a favorable setting and depicted the work of the schools to the community. 69

This decision by Emerson is classified as RTN1 by the Administrative Functioning Grid the establishment of a new community-school practice which falls in the technical area of skills. It is assigned to Table A. By the Leadership Skills Construct the act is classified TNI and assigned to Table B. The act is assigned number 25.

In 1894, shortly after he assumed the superintendency and before

68 Ibid.
69 Ibid., pp.152, 153.
Masten High School was built, Emerson found that classes were extremely crowded in Central High School. To alleviate this situation, according to Cannan, the Superintendent organized temporary high school departments called "annexes" in four of the city grammar schools. This program was presented to the Common Council as a necessary expedient and was to operate until a new high school could be developed on the east side of Buffalo.

The act is classified by the Administrative Functioning Grid as FT1 as an example of a technical decision to utilize existing facilities for the school's program. The decision is assigned to Table A. By the Leadership Skills Construct the act is classified as TNI and assigned to Table B. While the newspapers favored his decision to open the annexes, Emerson appears to have considered it experimental and a temporary measure at best. Later when requesting new high schools he built in the city, the superintendent did not hesitate to criticize the "annex system" as being inadequate since "they fostered no school spirit and often lacked supplies because of the difficulty in getting them there." The act is numbered 26.

Emerson appears to have encouraged his Principals to form their own Association about 1896 and to share professional problems and

70 Cannan Study, p.190.
72 Courier, Dec.3, 1894.
73 Ibid., March 31, 1897.
interests with him at some of their meetings. According to Cannan Principals met once a month with the Superintendent on a fairly informal basis to receive suggestions and exchange ideas. These meetings permitted Emerson to communicate with Principals on a regular basis, to listen to problems and keep in touch with the lower level administration of the schools. Cannan states that frequently part of the meeting was devoted to an informal report which one of the principals presented to the group on a topic of current interest. Emerson appears to have selected the topics and they included subjects such as vocational education, discipline, and curricular concerns.

This action is classified by the Administrative Functioning Grid as PCN1 an example of conceptual skill used to develop personnel in a manner which permitted them to function more effectively as professional educators. The action is assigned to Table A. By the Leadership Skills Construct the act is classified as CNI and is assigned to Table B. The action is numbered 27.

One of Emerson's early actions involving the hiring of teachers included his policy of using substitute teachers in situations which he considered temporary. Cannan states that he pursued this policy in order to save the city money when he believed a regular long term appointment should not be made. His own statement on the matter was that he

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74 Cannan Study, p.120.
75 Ibid.
76 Ibid., p.132.
"preferred not to hire a teacher until she had given evidence of her aptitude for the work under the inspection of the Superintendent or one of the supervisors."77

While this procedure may be viewed critically from the point of view that it promoted a certain amount of turnover and insecurity among beginning teachers, it would seem to have provided an additional check for the school district toward getting the best possible teachers for permanent service.

The act is classified by the Administrative Functioning Grid as PT1, a technical means of providing and developing professional personnel for the system. The act is classified by the Leadership Skills Construct as TII. It is assigned to Tables A and B and numbered 28.

Not all of Superintendent Emerson's actions regarding personnel were aimed at monetary advantage for the Buffalo school district. In 1895 he helped to establish the first retirement fund for the Buffalo teachers.78 The creation of this fund involved the passage of a law which revised the Buffalo City Charter to create the Fund. By this act the Fund was established and administered by a five member board consisting of the Mayor, the Superintendent of Schools, the President of the Board of School Examiners, the President of the Principals' Association and the President of the Women Teachers' Association. Emerson campaigned vigorously for the establishment of this fund which

78Cannan Study, p.134.
withheld 1% of each teacher's and administrator's salary per year into the fund and then supervised the reinvesting of the money. At first the city did not contribute to the fund. The treasurer of the city acted as custodian of the fund and issued yearly reports on its status. Retirement benefits were payable to teachers who had accumulated amounts equal to 20% of their final annual salary. Dates of retirement were given as 35 years of service for females and 40 years of service for males. The Superintendent was to certify those teachers who became eligible for retirement.79

This action by Emerson is classified by the Administrative Functioning Grid as PHNI an example of human action involving personnel which permitted separation from the educational career at advanced age in a more secure and dignified manner. The act is classified under the Leadership Skills Construct as HNI. The act is numbered 29 and is assigned to Tables A and B.

The Society of Natural Sciences of Buffalo maintained a free public museum in the city which featured exhibits of animals, fossils and plants. Under the influence of Emerson the school department began to make use of these facilities in 1899.80 Thereafter the school department began to appropriate an amount of five hundred dollars annually to support the museum. Wood states that during Emerson's superintendency many teachers and pupils used the facilities with the superintendent's encouragement -- especially the mineral and fossil collections.81

79Ibid., p.135.

80Wood, Schools of Buffalo, p.76.

81Ibid., pp.76, 77.
This act by Emerson is classified by the Administrative Functioning Grid as FC1, an example of a conceptual approach to the maintenance and use of facilities for the schools. It appears in Table A. By the Leadership Skills Construct the act is classified as CNI and is assigned to Table B. The act is assigned number 30.

In 1895 Henry P. Emerson was nominated by the Republican party to run again for the Superintendent's office in the Buffalo School Department. Emerson received the endorsement of the Good Government Club according to Cannan because of "the improvements which he had made in the schools and the confidence he inspired in the community."\(^\text{82}\) His opponent was Delmer Batcheller, principal of school no.45 who was nominated by the Democratic party. Cannan states that the Express and the News backed Emerson while the Courier supported his opponent. After a vigorous campaign Emerson was reelected by a substantial plurality of 13,345 votes.\(^\text{83}\)

Emerson's decision to run again for the superintendency is classified by the Administrative Functioning Grid as RH1 and is assigned to Table A. By the Leadership Skills Construct the decision is classified as HI and is assigned to Table B. The decision is assigned number 31.

Once again in 1899 Emerson was nominated by the Republicans for Superintendent. Again he accepted the nomination and in a hard-fought campaign he defeated his former superintendent, James F. Crooker who was

\(^{82}\text{Cannan Study, p.45.}\)

\(^{83}\text{Ibid., pp.46-47.}\)
TABLE A

PERIOD 1. DISTRIBUTION OF ADMINISTRATIVE ACTS, ACTIONS AND DECISIONS BY HENRY P. EMERSON DURING PERIOD 1 (1893-1901) OF HIS SUPERINTENDENCY IN BUFFALO, BY SKILL AND CONTENT AREAS IN ACCORDANCE WITH THE ADMINISTRATIVE FUNCTIONING GRID

<table>
<thead>
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<th>Content Areas</th>
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<th>Human</th>
<th>Conceptual</th>
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<td>EH 22</td>
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<td>12 14 23</td>
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<td></td>
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<td></td>
<td>24 10</td>
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<td>RC 16 19</td>
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<td>FH 15</td>
<td>FC 17 30</td>
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</tr>
<tr>
<td>New Act Totals</td>
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<tr>
<td>Skill Area Totals</td>
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<td>14</td>
</tr>
</tbody>
</table>

Note: Circled Numbers are acts, actions or decisions classified as "New".
TABLE B

PERIOD 1. DISTRIBUTION OF HENRY P. EMERSON’S ACTS, ACTIONS AND DECISIONS DURING PERIOD 1 (1893-1901) OF HIS SUPERINTENDENCY IN BUFFALO, INTO VARIOUS SKILL AREAS AND MANAGEMENT LEVELS IN ACCORDANCE WITH THE LEADERSHIP SKILLS CONSTRUCT

<table>
<thead>
<tr>
<th>Management Level</th>
<th>Leadership Skills Construct</th>
<th>Technical</th>
<th>Human</th>
<th>Conceptual</th>
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<td>Middle Management</td>
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<td>Lower-Level Management</td>
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<td>New Act Totals</td>
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</tr>
<tr>
<td>Total Acts</td>
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<td>8 10 14</td>
<td>32</td>
<td></td>
</tr>
</tbody>
</table>

Note: Circled Numbers represent acts, actions and decisions classified as "New".
the candidate of the Democratic party. Cannan states that the campaign of 1899 was especially bitter in its overtones but that Emerson's record of improving the school system was heavily publicized in the newspapers and this helped him win the election. In this instance his plurality amounted to 9,212 votes.\textsuperscript{84}

The act of running again for the superintendency is classified by the Administrative Functioning Grid as RHI and is assigned to Table A. By the Leadership Skills Construct the act is classified as HI and is assigned to Table B. The act is assigned number 32.

\textbf{Period 2 (1902-1910) Analysis}

Superintendent Emerson continued to be concerned with the operation of the Buffalo teachers' pension fund throughout his career. In 1902 he sponsored a bazaar to aid this fund.\textsuperscript{85} School personnel contributed services and time toward making the affair a successful one and considerable money was raised. Also, at this time the Superintendent voluntarily began to donate royalties from an English textbook he had authored with the Primary Supervisor, Dr. Bender and which was used in the Buffalo schools into the teachers' retirement fund.\textsuperscript{86}

These acts are classified together by the Administrative Functioning Grid as FH2 and assigned to Table C. By the Leadership Skills

\begin{itemize}
\item \textsuperscript{84}Ibid., p.49.
\item \textsuperscript{85}Ibid., p.135.
\item \textsuperscript{86}Ibid.
\end{itemize}
Construct they are classified as HI and assigned to Table D. This act is numbered 33.

In 1903 Lafayette High School opened. This was the third high school to open in Buffalo and one that Emerson had fought hard to have built. Cannan states that some question over the cost of the building was raised by the newspapers and there was some speculation that the contractors' fees were excessive. Nevertheless it appears that no blame for the building costs were laid to the Superintendent's office. 87

This act is labeled FT2 by the Administrative Functioning Grid an example of a technical decision to expand the high school facilities in the city to meet the expanding need for secondary education. The act is assigned to Table E. By the Leadership Skills Construct the decision to build another high school is classified as TI and is placed in Table D. The act is numbered 34.

In 1902 Emerson made a speech before the Department of Superintendence of the N.E.A. on the topic "The Influences That Make For Good Citizenship." 88 This, according to Cannan, was a subject which Emerson viewed as being a major task of the schools. In this regard his viewpoint matched that of educators of an earlier period such as William Torrey Harris.

Speaking of the mission of the schools to train for citizenship Emerson stated:

Our object is not merely to give information, but to inculcate a high standard of public duty, the obligation of civic pride, a

87 Cannan Study, p.208.
88 Ibid., p.78.
sense of the dangers arising from official selfishness and corruption, the need of placing public interest above private gain. We try to show the necessity for good government, that is, good management of a city in order that it may be clean, healthful and beautiful, and to emphasize the wickedness of squandering the people's money in bad work. The necessity for taxes, that is, money to carry on the government, is easily shown in a city by referring to the need of public schools, of a fire department, and of police protection...89

This concern about citizenship expressed by Emerson may have developed in part as a result of the assassination of President McKinley which occurred in Buffalo two years earlier during the Pan-American Exposition. Cannan states that he admitted to having been considerably affected by this action. Earlier the Superintendent had instigated in the last year of grammar school in Buffalo, a required course in citizenship for all students.90

The speech is classified by the Administrative Functioning Grid as EH2 and is assigned to Table C. By the Leadership Skills Construct it is classified as HI and is assigned to Table D. The act is assigned number 35.

In 1905 Superintendent Emerson inaugurated the placement of typewriters in the Buffalo high schools as standard equipment for commercial students.91 Cannan mentions this as part of the school's program to improve course offerings for girls who wished to prepare for


90 Cannan Study, pp.78, 79.

91 Superintendent's Annual Report, 1906-1907, p.66.
secretarial work.\textsuperscript{92}

This act by the Superintendent is classified by the Administrative Functioning Grid as ETN2 an example of a technical improvement in the educational program. By the Leadership Skills Construct the action is classified as TNII. The act is assigned to Tables C and D respectively and is assigned number 36.

In 1904 domestic science programs for girls were finally started in a number of the grammar schools. Emerson had pushed for such programs for a number of years and now the sewing classes were augmented by course work in sanitation, cooking, table service, laundering, home nursing and hygiene. According to Cannan, Emerson inaugurated these programs to provide training for girls to meet the demands of home life.\textsuperscript{93}

The establishment of programs in domestic science and later in vocational education were carried on with vigor in the Buffalo public schools under Emerson. It seemed that such programs were viewed by Emerson as broadening the services which the school department provided to the community and he backed their expansion consistently.

This act is classified by the Administrative Functioning Grid as ECN2 an example of a new conceptual expansion of the school's programs. By the Leadership Skills Construct the act is classified CNI. The act is assigned to Tables C and D respectively and is labeled number 37.

In 1906 Emerson caused the first survey of slow-learning children

\textsuperscript{92}Cannan Study, p.168.

\textsuperscript{93}Ibid.
to be conducted in the Buffalo School system. Cannan states that the Superintendent's concern was stimulated by the fact that many children seemed to be failing to profit from school instruction and were therefore, not making satisfactory progress through school.\(^94\) The study disclosed that many children suffered from physical or mental defects and were therefore less able to receive regular school instruction. Emerson appointed a committee of Principals to study the survey and make recommendations to him on their findings. The survey showed that the Buffalo schools in 1907 had 2100 pupils who were classified as "defective."\(^95\) One finding of the committee was that under the New York State compulsory attendance law which had recently been passed, many defective children who formerly had been kept at home were attending school.\(^96\)

This act is classified by the Administrative Functioning Grid as EHN2 an example of a willingness to examine the school's program in a sensitive area in a humane and concerned manner. By the Leadership Skills Construct the act is classified as HNI. The act is assigned to Tables C and D and is numbered 38.

As a result of the survey on defective children, Emerson requested that the Common Council permit the school department to establish "open air classes" for the physically handicapped children.\(^97\) These classes

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\(^94\) Cannan Study, p.169.

\(^95\) Ibid., p.170.

\(^96\) Ibid.

\(^97\) Ibid., p.171.
were established in 1907 in schools which were situated in close proximity to city parks. The first class was housed in School No. 23 and the city paid the carfare of children from distant points when parents indicated that they were unable to do so. The curriculum was designed to be flexible and provide outdoor activities in the fresh air which permitted children to exercise and develop strength and coordination. This program followed along the guidelines of an earlier program established in Rochester, New York.98

This act is classified by the Administrative Functioning Grid as EHN2 an example of a new program developed to benefit children who might otherwise find it difficult to be served by the regular school program. By the Leadership Skills Construct the act is classified as HNI. It is assigned to Tables C and D respectively and numbered 39.

Emerson's views on providing special education facilities for handicapped children were well documented in his reports. Writing in 1907 about this problem he stated:

Schools formerly planned their curricula solely for the normal child and overlooked the sub-normal; that is, the feeble minded, the diseased, the weak, the underfed, the crippled, the truant and incorrigible, forgetful of the fact that these become the destructive forces of society if not properly cared for; forgetful, too, of the inherent right of the individual child to self-development; forgetful that mental and physical powers are precious resources which must be conserved to the utmost if our civilization is to reach the maximum of efficiency.99

While much of this viewpoint perhaps mirrors some of the reform philosophy which Michael Katz and other writers have criticized among

98Courier, September 9, 1907.
99Superintendent's Annual Report, 1906-1907, p.27.
early city superintendents, a certain concern for society's afflictions and problems in line with David Snedden's views on social efficiency is also evident. At any rate Emerson was willing to attempt to deal with the problem.

In 1909 the first class for mentally defective children was established in the Buffalo schools. The program was launched in School No.14 and put under the supervision of a special teacher who had trained at the New Jersey Training School for the Feeble Minded.\(^\text{100}\) This program provided preparation in testing and in methods of teaching the mentally handicapped. As the program expanded special training was provided for teachers and individual children were tested with the Binet-Simon tests through the Buffalo School Department of Extension.\(^\text{101}\)

This act is classified by the Administrative Functioning Grid as EHN2, a new program innovation for mentally handicapped children which Emerson sensitively saw established in the Buffalo schools. By the Leadership Skills Construct the act is classified HNI. The act is assigned to Tables C and D respectively and is assigned number 40.

In 1904 a new technical high school was recommended by Emerson which was first designated the Mechanics Arts School and then later the name was changed to Technical High School.\(^\text{102}\) Superintendent Emerson believed that this school would provide a first step toward the development of industrial education in Buffalo. Although the school was talked

\(^{100}\) Cannan Study, p.170.

\(^{101}\) Ibid., p.171.

\(^{102}\) Ibid., pp.208-209.
about and discussed for a number of years, the site was not selected until 1910 and the school was not finished until 1914. Emerson appears to have encountered difficulties with finances for building during this period while renovations in some of the existing high schools were being completed. 103

Emerson's decision to move toward a technical high school is classified by the Administrative Functioning Grid as FCN2. By the Leadership Skills Construct it is classified as CNI. The act is assigned to Tables C and D respectively and is numbered 41.

In 1907 agitation developed on the part of some segments of the Buffalo populace to spend $50,000 to expand Central High School. Emerson was opposed to this idea since he believed that the downtown location was undesirable because of traffic patterns, noise and the possible need to use an annex. The Superintendent again conducted a campaign to build a newer high school somewhere in the northern part of the city. 104 Cannan states that the problem was resolved when Mr. and Mrs. Edward Hutchinson offered a piece of land on Elmwood Avenue to the city free of charge for use as a high school site. The school was eventually built on this more useful site and was named Hutchinson High School. 105 Emerson frequently disagreed with the City Council and with various civic groups on school sites. Usually his reasons seem to have been dictated by the school population a given site would serve or by the cost of land acquisition

104 Express, May 30, 1907.
105 Cannan Study, p. 211.
in a given area.

This act by Emerson is classified by the Administrative Functioning Grid as FC2 and assigned to Table C. By the Leadership Skills Construct it is classified as CI and assigned to Table D. The act is numbered 42.

As the city population increased in Buffalo, certain schools continued to become overcrowded with pupils. In 1907 Emerson was forced to request that a four room frame annex be constructed as part of School No.37 and an annex be built for School No.12. Cannan states that Emerson did not favor the construction of annexes as a rule since he believed that they were temporary in nature and expensive.\(^{106}\)

This act is classified by the Administrative Functioning Grid as ET2 and by the Leadership Skills Construct as TI. The act is assigned number 43 and is assigned to Tables C and D.

In 1907 Emerson addressed the N.E.A. Convention as a past President of that body. His speech was a description of how the citizens of Buffalo had come to accept the idea of building a technical high school.\(^{107}\) Emerson stated that the opposition of Buffalo trade and labor unions was broken down eventually by inviting them into the schools to see vocational and technical classes in operation. According to Emerson "the United Trades and Labor Council officially endorsed the proposition to erect and equip a new building for the school after this inspection."\(^{108}\)

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\(^{106}\)Ibid., p.208.

\(^{107}\)Cannan Study, p.209.

This action by Emerson is interesting in two ways. The act of speaking out on the decision to erect specialized technical and vocational schools before the N.E.A. at an early point was an early step in industrial education. It clearly demonstrated Emerson's early commitment to vocational education yet it appears to have preceded and not come about as a result of any interest in scientific management on his part. This part of the act is classified by the Administrative Functioning Grid as ECN2 an example of a conceptual approach to a new program. By the Leadership Skills Construct the act is classified as CNI. The act is assigned to Tables C and D and is assigned Number 44.

The second aspect of this action consisted in Emerson's invitation to the labor union leadership to inspect the school programs in vocational education. An interesting sideline to Emerson's administrative actions appears in Emerson's speech to the N.E.A. He told his audience that "it is often better to get in touch with opponents of our plans and reason with them rather than to keep at a distance and hurl philippics against them." 109

This act is classified as RH2 by the Administrative Functioning Grid and is assigned to Table C. By the Leadership Skills Construct it is classified as HI and assigned to Table D. The act is numbered 45.

Throughout this middle period of Emerson's tenure school costs continued to rise. Cannan states that Emerson felt constrained in 1907 to answer some of the criticism of costly education and did so. 110

109 Ibid.
110 Cannan Study, p.206.
He wrote:

In regard to the matter of cost, two statements may safely be ventured: first, that the cost of public education does not increase faster in Buffalo than in other cities, and not so fast as in many; and second, that the cost of schools does not increase faster than that of other enterprises, public or private. It would be difficult to find a prosperous private school, college, church or charitable institution that is not spending more money today than was the case ten years ago. The public schools cost more than formerly because they are doing more for those who attend them, and they are doing more because the people everywhere are demanding more.111

Emerson's decision to speak out and call attention to increased school costs and the reasons behind them is classified by the Administrative Functioning Grid as FC2 and assigned to Table C. By the Leadership Skills Construct the decision is classified as CI and is assigned to Table D. The decision is numbered 46.

In 1909 the city of Buffalo planned a celebration to honor the centennial of Abraham Lincoln's birth. Emerson involved the Buffalo schools in this celebration by establishing a committee of school administrators to develop a program in which both school children and their parents could participate.112 According to Cannan the school's participation in the centennial was an example of Emerson's interest in developing patriotism and encouraging a concern for participation by the schools in community affairs.113

The act is classified by the Administrative Functioning Grid as

112 Buffalo Times, January 10, 1909.
113 Cannan Study, p.223.
RH2 and assigned to Table C. By the Leadership Skills Construct the act is classified as HI and is assigned to Table D. The act is assigned number 47.

In 1904 Emerson was elected president of the National Education Association. This involved Emerson in national education affairs and enlarged his acquaintance with prominent figures such as William Torrey Harris, Nicholas Murray Butler and others. Cannan states that throughout his years as Superintendent he attended every N.E.A. Convention and participated frequently as a speaker or committee member.\(^\text{114}\) This decision by Emerson, to be active in national education affairs as well as to carry the responsibilities of his administrative duties in Buffalo seems to have been due to Emerson's willingness to involve himself actively in education at all levels.

The decision by Emerson to play an active role in N.E.A. affairs helped to place the Buffalo schools in a prominent position nationally according to the newspapers of the period.\(^\text{115}\) The decision is classified by the Administrative Functioning Grid as RCN2 and assigned to Table C. By the Leadership Skills Construct the decision is classified as CNI and assigned to Table D. The action is numbered 48.

Emerson attended many educational conventions and also encouraged teachers in the Buffalo schools to do so. Cannan states that in 1910 the Superintendent spoke before the New York State Teacher's Convention in

\(^{114}\text{Ibid., p.226.}\)

\(^{115}\text{Courier, December 23, 1905.}\)
This concern of Emerson to involve educational personnel in the activities of their profession appears to have been a strong factor in developing a professional attitude in the Buffalo schools.

The action is classified by the Administrative Functioning Grid as PC2 an example of a conceptual approach to the development of professional personnel. It is assigned to Table C. By the Leadership Skills Construct the action is labeled CI and assigned to Table D. The action is assigned number 49.

In 1909 the first vocational school was opened in Buffalo at School No. 5. Cannan states that principals of other schools in the area selected boys whom they believed could benefit from vocational education. With parental permission to attend granted, the principals then forwarded the names of the students to the Superintendent's office and transfers were effected. According to Cannan about fifty boys enrolled the first year but the school became so popular that by 1910 there was a waiting list to enter the school.

Emerson promoted the development of vocational schools actively during this time and established a course of study which was designed to prepare boys to enter into an industrial career following the completion of their course work. Cannan states that book work and theory were closely related to shop work and practice. In the following year three more such schools were opened in Buffalo and a course in cabinet

\begin{footnotes}
\item[116] Cannan Study, p.228.
\item[117] Ibid., p.173.
\item[118] Ibid.
\item[119] Ibid., pp.173, 174.
\end{footnotes}
making was instituted.

Emerson's actions in establishing vocational schools in Buffalo were to have far reaching effects upon the city's educational program. Their principal impact would come later, however, in the final period of Emerson's tenure.

The act of establishing vocational schools in Buffalo is classified by the Administrative Functioning Grid as ECN2 an example of the conceptual skill to develop a new program for the city schools. It is assigned to Table C. By the Leadership Skills Construct the act is classified as CNI and assigned to Table D. The act is numbered 50.

In 1910 a group of young women teachers in the Buffalo system formed the Teachers' Education League, a union association which eventually affiliated with the Union Trades and Labor Council.120 While many citizens argued against the idea of teachers establishing a union in Buffalo, Superintendent Emerson spoke out for the right of teachers to form their own organizations. Emerson stated:

This is an age of organizations. We have half a dozen organizations in the school department already, and I am not surprised to hear that another is proposed. I have always stood for the widest individual freedom of action and opinion on the part of teachers and certainly shall not attempt to frustrate the formation of another association if any teachers think their best interest will be served thereby.121

According to Cannan, Emerson's recognition of the teachers League enabled the group to grow in membership and stature.122

120Courier, June 11, 1910.
121Ibid., June 10, 1910.
122Cannan Study, p.123.
Emerson's act of recognizing the teachers right to organize seems rather remarkable in light of the fact that this occurred during the period of the growth of scientific management theories in American educational systems. The act is classified by the Administrative Functioning Grid as PHN2, an example of human skills operating in the area of personnel development, and is assigned to Table C. By the Leadership Skills Construct the act is classified as HNI and is assigned to Table D. The act is assigned number 51.

In 1910 the Teachers' Education League began to actively seek salary increases for their membership. Emerson agreed to meet with representatives of the association but refused to negotiate new salaries at the level which the teachers were asking (a schedule ranging from $600 to $1200 per annum). While the superintendent informed the teachers of his intent to hold the line on teacher salaries for that year, he did promise to investigate salary conditions in other cities to attempt to determine whether Buffalo salaries were lower than elsewhere. The League was not satisfied with Emerson's waiting approach to the problem and proceeded to take their demands before the City Council. The Council backed Emerson and the salary raise was held in abeyance. However, Cannan states that the agitation for salary increases continued throughout the next year.

123Ibid.

124Courier, June 15, 1910.

125Ibid., June 16, 1910.

126Cannan Study, p.124.
The Superintendent's action of refusing to recommend teacher salary raises is classified by the Administrative Functioning Grid as FT2 a technical example of maintaining control over moneys in the educational program. By the Leadership Skills Construct the act is classified as TI. It is assigned to Tables C and D respectively and is numbered 52.

As the school system grew larger Emerson encountered some difficulty in establishing supervisory responsibility between principals and central office supervisors. According to Cannan, Emerson was inclined to permit his principals to have considerable freedom in their administration of their schools, especially in the area of teacher supervision. However, Emerson complained in a speech before the Department of Superintendence in 1908 that often principals felt relieved of the duty of supervising teachers as the number of central office special supervisors increased. He stated that this tended to make principals less effective as educators (possibly because they became more involved with things than people).

The decision by Emerson to allow principals considerable freedom to administer their schools is classified by the Administrative Functioning Grid as EH2 and is assigned to Table C. The act is classified by the Leadership Skills Construct as HI and is assigned to Table D. The decision is numbered 53.

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127 Ibid., p.121.

Prior to 1905 students in the Buffalo public schools were required to purchase pencils, paper, notebooks, rulers and other instructional materials other than textbooks for school use. Emerson became convinced that this practice was not in the best interest of students and according to Cannan believed that the public wanted these materials provided by the school district.129 As a result, in 1905 Emerson recommended to the City Council that these materials be supplied to students by the school district and his recommendation was accepted.

This act by Emerson is classified by the Administrative Functioning Grid as FTN2 an example of a technical decision to supply facilities for students in an area which had previously not been provided. The act is assigned to Table C. By the Leadership Skills Construct the act is classified TNI and is placed in Table D. The action is numbered 54.

In 1906 Emerson recommended to the Buffalo City Council that a new Truant School be established in Buffalo in order to house the increasing number of children who were being suspended from school or who were truant for various reasons. Cannan states that a full time Principal and his wife were assigned to serve as house parents of the facility and some children who were assigned by the school actually boarded at the school for the length of the term which they had been suspended from regular classes.130 Emerson's recommendation was met by the City Council and the Buffalo Truant School was established.

129 Cannan Study, p.160.
130 Ibid., p.156.
and operating by 1907.\textsuperscript{131} Emerson appears to have taken truancy very seriously indeed and in 1907 also requested that the Council provide money for additional attendance officers.\textsuperscript{132} This also was approved by the City Council.

The act of establishing a Truant School and requesting additional attendance officers is classified by the Administrative Functioning Grid as FT2 an example of a technical administrative decision in the area of maintaining facilities for students who were required by law to attend school. The act is assigned to Table C. By the Leadership Skills Construct the action is classified as TI and is assigned to Table D. The act is assigned number 55.

In 1903 Emerson ran again for the position of Superintendent of Schools in Buffalo on the Republican ticket. This time his opponent was Charles P. Alvord, Principal of School No.10. Once again, Emerson was victorious receiving a 9,209 vote plurality. Cannan notes that Emerson held no animosity toward his opponent and later appointed him supervisor of the grammar grades to replace Norman Millard.\textsuperscript{133}

This action by Emerson is classified by the Administrative Functioning Grid as RH2 and is assigned to Table C. By the Leadership Skills Construct the act is classified as HI and is assigned to Table D. The act is assigned number 56.

\textsuperscript{131}\textit{Superintendent's Annual Report}, 1906-1907, p.42.

\textsuperscript{132}\textit{Cannan Study}, p.157.

\textsuperscript{133}\textit{Ibid.}, pp.53-54.
TABLE C

PERIOD 2. DISTRIBUTION OF ADMINISTRATIVE ACTS, ACTIONS AND DECISIONS BY HENRY P. EMERSON DURING PERIOD 2 (1902-1910) OF HIS SUPERINTENDENCY IN BUFFALO, BY SKILL AND CONTENT AREAS IN ACCORDANCE WITH THE ADMINISTRATIVE FUNCTIONING GRID

<table>
<thead>
<tr>
<th>Content Areas</th>
<th>Technical</th>
<th>Human</th>
<th>Conceptual</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Program</td>
<td>ET (36) 43</td>
<td>EH (38) 39</td>
<td>EC (35) 37</td>
</tr>
<tr>
<td></td>
<td>40 53</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>Developing Personnel</td>
<td>PT</td>
<td>PH (51)</td>
<td>PC 49</td>
</tr>
<tr>
<td>Community Relationships</td>
<td>RT</td>
<td>RH 45 47</td>
<td>RC (48)</td>
</tr>
<tr>
<td></td>
<td>56 57</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maintaining Funds &amp; Facilities</td>
<td>FT 34 52</td>
<td>FH 33</td>
<td>FC (41) 42</td>
</tr>
<tr>
<td></td>
<td>54 55</td>
<td>44 46</td>
<td></td>
</tr>
<tr>
<td>New Act Totals</td>
<td>2</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Skill Area Totals</td>
<td>6</td>
<td>10</td>
<td>9</td>
</tr>
</tbody>
</table>

Note: Circled Numbers represent acts, actions or decisions classified as "New".
**TABLE D**

PERIOD 2. DISTRIBUTION OF HENRY P. EMERSON'S ACTS, ACTIONS AND DECISIONS DURING PERIOD 2 (1902-1910) OF HIS SUPERINTENDENCY IN BUFFALO, INTO VARIOUS SKILL AREAS AND MANAGEMENT LEVELS IN ACCORDANCE WITH THE LEADERSHIP SKILLS CONSTRUCT

<table>
<thead>
<tr>
<th>Management Level</th>
<th>Technical</th>
<th>Human</th>
<th>Conceptual</th>
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<tbody>
<tr>
<td>Top Management</td>
<td>34 43 52</td>
<td>33 38 39</td>
<td>35 37 41</td>
</tr>
<tr>
<td></td>
<td>54 55</td>
<td>40 45 47</td>
<td>42 44 46</td>
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<tr>
<td></td>
<td></td>
<td>51 53 56</td>
<td>48 49 50</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Middle Management</td>
<td>36</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lower-Level Management</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Act Totals</td>
<td>2 4 5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Acts</td>
<td>6 10 9</td>
<td></td>
<td>25</td>
</tr>
</tbody>
</table>

Note: Circled Numbers represent acts, actions and decisions classified as "New".
Once again, in 1907, Emerson was nominated by the Republican party as its candidate for the superintendency. At this point Emerson was at the zenith of his popularity in Buffalo. Cannan states that no person could be found by the Democrats to oppose him. The result was that he obtained the support of the Democratic party as well and was endorsed by the Democrats officially at their convention. Emerson thus ran unopposed and was reelected superintendent for the fifth consecutive time.

This act by Emerson of running for the Buffalo superintendency for a fifth time and being reelected is classified by the Administrative Functioning Grid as RH2 and is assigned to Table C. By the Leadership Skills Construct the act is classified as HI and is assigned to Table D. The act is assigned number 57.

**Period 3 (1911-1918) Analysis**

In 1911 Emerson ran for the last time as a candidate for the superintendency. Once again he was successful and defeated his Democratic opponent a Dr. Gaertner who had been a foreign language teacher in the Central High School. This proved to be a particularly acrimonious campaign in which Dr. Gaertner stated that "the Buffalo public schools were in a state of chaos and that a reign of terror existed in them." 

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134 Cannan Study, pp.54-55.
135 Ibid., p.55.
136 Ibid., pp.57-64.
137 News, October 3, 1911.
Emerson's Republican supporters vigorously defended him and his administration. Cannan notes that several days prior to the election a number of leading citizens took ads in the newspapers in the form of a public endorsement for the Superintendent. The endorsement was entitled "Why Henry P. Emerson should be re-elected as Superintendent of Education." Some of the reasons stated were:

1. He raised Buffalo's education department from a very low level to a standard second to none.

2. He served the children faithfully in his determination to maintain discipline and standards that give boys and girls of all denominations an opportunity to obtain the very best education.

3. He has never lost sight of the scrutiny of the taxpayer. His estimates are conservative and low. His expenditures are kept within his budget.

4. Competition was maintained in advertising for supplies.

5. He is a man of scholarly traits, who has devoted his whole life to education, and by his prominence in educational matters and by reason of his ability and experience as Superintendent of Schools he has been recognized by the State of New York.

The result of the election was that Emerson won his last political race by a substantial margin. The voters of Buffalo cast 38,470 votes for Emerson and 26,925 for Gaertner. Emerson entered the last period of his administration with strong public support leading up to the era of

138 Cannan Study, p.63.
139 News, November 6, 1911.
the establishment of the Board of Education.  

This act by Emerson of running successfully for reelection for a sixth time as Superintendent of Schools is classified by the Administrative Functioning Grid as RH3. It is assigned to Table E. By the Leadership Skills Construct the act is classified as HI and is assigned to Table F. The act is assigned number 58.

As the latter third of Emerson's career as Superintendent began he was still embroiled in the teachers' salary controversy which had not been resolved in 1910. Emerson studied salaries in Cleveland, Chicago and other large cities and finally recommended a salary schedule for teachers which reached a maximum of $900 per year at the end of the eighth year. The Teachers' Education League favored a $1000 maximum and was supported in this according to Cannan by some Buffalo Aldermen and the Federation of Womens Clubs. After hearings and meetings the Superintendent's recommendation of the lower figure was accepted by the City Council. Cannan states that the Teachers' League was apparently satisfied that they had improved their financial lot considerably.

This action by Emerson was typical of his conservative approach toward spending the taxpayers' money. Until he had carefully studied salary schedules in other cities he would not negotiate a new salary schedule with the teachers. When he was convinced that a salary raise

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140 Cannan Study, p.65.
141 Ibid., p.127.
142 Courier, February 7, 1911.
143 Cannan Study, p.128.
was justified he made a moderate recommendation for pay raises. In no case, as Cannan notes, would he be stampeded into action before he was prepared.\textsuperscript{144}

The act by Emerson is classified by the Administrative Functioning Grid as FTN3 an example of a technical decision in the financial sphere of administration. The act is placed in Table E. By the Leadership Skills Construct the act is classified as TNI and is assigned to Table F. The act is assigned number 59.

Emerson continued to promote the development of vocational education throughout the Buffalo schools. In 1911 he established a vocational guidance department in which certain teachers and school principals devoted a part of their time to vocational counselling.\textsuperscript{145} This occurred after vocational departments had been established in a number of the city schools. It is significant that much of the push for vocational education in Buffalo appeared during the period when interest in the scientific management ideas of Frederick Taylor were coming to the fore.

Lectures about vocational opportunities were introduced into the schools at this time according to Cannan and employment advisory committees were set up at Technical High School.\textsuperscript{146}

This action by Emerson of establishing vocational guidance services for students is classified by the Administrative Functioning Grid

\textsuperscript{144}Cannan Study, p.127.
\textsuperscript{145}Ibid., p.176.
\textsuperscript{146}Ibid.
as ECN3 and assigned to Table E. By the Leadership Skills Construct
the act is classified as CNII and is assigned to Table F. The act is
numbered 60.

In 1913 Emerson assigned Principal Warren Zurbrich to act as
the Executive Secretary of the Vocational Guidance Department. This
important administrative post provided an administrator who could
coordinate much of Buffalo's vocational guidance efforts. Committees of
teachers were established at the various schools to assist pupils in
selecting appropriate courses and occupations. All of these
committees were supervised by Zurbrich.

This action by Emerson is classified by the Administrative
Functioning Grid as PHN3 and is assigned to Table E. By the Leader-
ship Skills Construct it is classified as HNI and is assigned to Table
F. The act is numbered 61.

In 1911 Emerson was elected secretary of the New York State
branch of the National Society for the Promotion of Industrial Edu-
cation. While other New York educators such as President Taylor of
Vassar College and President Rhees of the University of Rochester were
protesting over the danger of too much emphasis on vocational education,
Superintendent Emerson was moving Buffalo into a prominent position in
this area of education. He established printing and bookbinding

147 Express, September 28, 1913.
148 Courier, September 28, 1913.
149 Cannan Study, p.178.
150 Ibid.
courses at Seneca School in 1911. Peckham Vocational School was established soon after and provided instruction in carpentry, cabinet making, electrical construction and machine shop. A vocational school for girls was established on Franklin Street which offered courses in merchandising and retail selling.\(^{151}\)

Emerson, in the article previously mentioned, stated that it was becoming increasingly necessary to make schools practical and to prepare student for future occupations. He presented his views candidly:

Education can be vocational in purpose without being narrow in scope, specialized without being circumscribed, practical without being non-cultural. To provide such education is the object of our vocational schools...equipping of a worker so that he may obtain the highest possible efficiency in his vocation and in his social relations compatible with his natural ability.\(^{152}\)

While this statement contains elements of industrial efficiency as well as social efficiency it clearly put Emerson on record in favor of moving public education at the secondary level away from purely academic concerns. Undoubtedly, as Cannan believed, he was influenced by the business community and the public at large, who favored such practical education. According to Cannan the Buffalo Chamber of Commerce awarded prizes to students at Technical High School for their work and even printed a special industrial education volume to which Emerson and the vocational department teachers contributed.\(^{153}\)

The decision by Emerson to continue to promote vocational education

\(^{151}\)Buffalo Live Wire, IV (January, 1913), p.57.

\(^{152}\)Ibid., pp.57-58.

\(^{153}\)Cannan Study, p.177.
in the Buffalo schools is classified by the Administrative Functioning Grid as EC3 and is assigned to Table E. By the Leadership Skills Construct the decision is classified as CI and is assigned to Table F. The decision is numbered 62.

In 1911 Emerson began to promote the idea of utilizing the Buffalo High Schools in the evenings to hold recreational and business classes for adults. When the Common Council objected to this idea because there was no legal authority for it, Emerson reminded them that they had already appropriated money for peripheral programs such as vacation schools.154

Cannan believed that Emerson's decision to get adult night education classes operating in Buffalo was a bid for support from the business community.155 In several ways during this period Emerson's acts may have been influenced by the rising power of business and commercial interests in the city. By 1915 a comprehensive curriculum of adult courses was being offered in the Buffalo evening school program. This included courses in sewing, cooking, millinery, accounting, English, and vocational shop courses. Eventually a night school supervisor was appointed to administer this growing branch of the schools.156

Emerson's action in starting night school classes in Buffalo is classified by the Administrative Functioning Grid as ECN3 and is assigned to Table E. By the Leadership Skills Construct it is classified as CNI

154 Ibid., p.179.
155 Ibid.
156 Ibid., p.180.
and is placed in Table F. The act is numbered 63.

Ever active in community affairs, Emerson in 1911 actively involved the Buffalo schools in a campaign against tuberculosis which was being conducted that year by the News. According to Cannan the Superintendent invited the Chairwoman, a Mrs. Chauncey J. Hamlin, to address a meeting of school principals held at Central High School. The News offered six gold watches to the children who sold the most Red Cross Seals for the campaign and the Superintendent vigorously endorsed an all out effort by the schools.\(^{157}\)

This act by Emerson is classified by the Administrative Functioning Grid as RH3 and is assigned to Table E. By the Leadership Skills Construct it is classified as HI and is assigned to Table F. The act is assigned number 64.

In 1912 Emerson granted permission to the Buffalo Poultry and Pigeon Club to hold classes in the Central High School on Saturdays to teach children the art of raising chickens and pigeons.\(^{158}\) This type of action by Emerson was fostered, according to Cannan, by his belief in the idea that school buildings should be utilized to the maximum extent possible.\(^{159}\)

This action by Emerson is classified by the Administrative Functioning Grid as FH3 and is assigned to Table E. By the Leadership Skills Construct it is classified as HII and is assigned to Table F.

\(^{157}\)Ibid., p.222.

\(^{158}\)Courier, October 17, 1912.

\(^{159}\)Cannan Study, p.179.
The action is numbered 65.

Emerson was frequently called upon as a speaker. In 1915 the Superintendent appeared at a dinner meeting sponsored by the Buffalo Schoolmasters' Association and participated in a panel discussion on the topic "Buffalo, Its University and its Public Schools." The News stated that on this occasion Emerson, accompanied by a number of principals and supervisors, represented the Buffalo School Department while the University of Buffalo was represented by Charles P. Norton and Julian Park.\(^{160}\)

Emerson's action in speaking before the Schoolmasters' Association is classified by the Administrative Functioning Grid as RTS and is assigned to Table E. By the Leadership Skills Construct the act is classified as TI and is placed in Table F. The act is assigned number 66.

In 1911 during the teacher salary dispute, the question arose as to whether or not Buffalo should establish a board of education similar to that of other cities. The Teachers' Education League favored this idea because they stated that it would "increase the efficiency of the department and raise standards."\(^{161}\) A new charter was proposed that would establish such a board. The Courier went on record as favoring the new charter and declared that "Buffalo's educational system is a lonesome survival of an earlier period unsuited to a large center of population, burdening a single officer with duties which should be dis-associated and bringing educational affairs and practical politics into close communion."\(^{162}\)

\(^{160}\)News, October 15, 1915.

\(^{161}\)Courier, March 10, 1911.

\(^{162}\)Ibid., March 25, 1911.
According to Cannan, Emerson publicly favored the idea of a Board of Education which would be elected by the people. However this new charter would have changed the basic form of government for the city by substituting a commission form of government and would have abolished the Common Council and Board of Aldermen. The result was that the new charter failed to pass and Emerson continued to report to the Common Council through the Board of Aldermen.163

The decision by Emerson to go on record in favor of a Board of Education to oversee the Buffalo schools was rather unique in the sense that the resulting arrangement probably would have weakened his own administrative power to a considerable degree. However he continued to favor this position until 1916 when a Board of Education was established. This decision by Emerson is classified by the Administrative Functioning Grid as ECN3 a new conceptual approach to the organizational structure of the education program in Buffalo. The decision is assigned to Table E. By the Leadership Skills Construct the decision is classified as CNI and is placed in Table F. The decision is assigned number 67.

In 1912 the New York State Teachers' Convention was held in Buffalo and Superintendent Emerson played an active role in the affair as usual. Together with the Superintendent of Schools of Tonawanda, New York, he helped to plan many of the details of the convention.164 The Buffalo School Department printed and distributed a history of Buffalo

163 Cannan Study, p.235.
164 Courier, November 25, 1912.
for the occasion according to Cannan. Emerson actively involved pupils and staff in the convention which celebrated the one hundredth anniversary of the founding of the public school system in the state of New York. The Courier mentioned that an interesting exhibit of children's work from the Buffalo schools was presented as well as an exhibition of physical training. The Superintendent gave one of the welcoming speeches at the first meeting.

This action by Emerson of becoming personally involved in the State Teachers' Convention is classified by the Administrative Functioning Grid as RH3 and is assigned to Table E. By the Leadership Skills Construct the action is classified HI and is assigned to Table F. The action is assigned number 68.

Emerson and the people of Buffalo faced a serious problem in 1912 when Masten Park High was gutted by a fire. In order to handle the displaced pupils, Superintendent Emerson placed Lafayette High School on half sessions to accept the Masten Park students. The Superintendent requested that the Common Council provide immediate funding to commence the rebuilding of the high school and a new bond issue was approved for this purpose.

This action by Emerson is classified by the Administrative Functioning Grid as FT3 and is assigned to Table E. By the Leadership Skills Construct the action is classified HI and is assigned to Table F. The action is assigned number 68.

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165 Cannan Study, p.228.
166 Courier, November 26, 1912.
167 Ibid., August 29, 1912.
168 Ibid.
Skills Construct the act is classified as TI and is assigned to Table F. The act is assigned number 69.

Throughout the latter period of his tenure as superintendent, Henry P. Emerson was constantly engaged in procuring and building additional high schools. In 1913 the rebuilt Masten Park High School was completed and the Superintendent laid the cornerstone of the building. 169 Again, in his report of the following year Emerson stated that:

The year 1914 will be memorable in the history of Buffalo as the year when three high school buildings were completed and a fourth begun (South Park High). . . These buildings have proved very costly, but they are absolutely fireproof and modern in every particular.170

This act by Emerson of continuing to build new high schools is classified by the Administrative Functioning Grid as FTN3. By the Leadership Skills Construct the act is classified as TNI. It is assigned to Tables E and F respectively and is numbered 70.

Cannan states that in 1911 Henry Emerson was elected secretary of the New York branch of the National Society for the Promotion of Industrial Education.171 This was during the period when Emerson was actively expanding the vocational education programs and facilities in the Buffalo schools. It also occurred during the period when business and industrialization were having their greatest impact upon the public schools in Buffalo and elsewhere. Since this appears to have been an

169 Express, September 14, 1913.
170 Superintendent's Annual Report, 1913-1914, p.11.
171 Cannan Study, p.178.
area in which Emerson had a deep commitment, it was logical that he should involve himself actively in vocational education at the state level. The Society held regional meetings throughout New York promoting interest in vocational education and in 1912 met in Buffalo.\textsuperscript{172}

This action by Emerson of accepting an officer's position in a state branch of a national society of this type is classified by the Administrative Functioning Grid as ECN3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as CNI and is assigned to Table F. The act is assigned number 71.

Emerson was always concerned about the preparation of teachers who worked in the Buffalo School system. He encouraged them to further their education whenever possible, according to Cannan.\textsuperscript{173} In 1913 he established an Evening Training College for Teachers which was held two nights a week at School No. 10. Courses were available to city teachers in History of Education, School Management and Administration, Educational Psychology, and Methods of Teaching Drawing, Music and Civics.\textsuperscript{174}

This action by the Superintendent is classified by the Administrative Functioning Grid as PCN3 and assigned to Table E. By the Leadership Skills Construct the action is classified as CNI and is assigned to Table F. The action is assigned number 72.

In 1914 Superintendent Emerson requested that the New York State Education Department conduct an investigation of the Buffalo School

\textsuperscript{172}Courier, December 3, 1912.

\textsuperscript{173}Cannan Study, p. 216.

\textsuperscript{174}Express, September 28, 1913.
Department in all areas relating to the effectiveness of the school system. Cannan states that the motive here may have been to justify the cost of the new high school facilities which had recently been built in the city. However the basic purpose may have been that Emerson merely wished to inform the people of Buffalo of some of the difficulties he operated under in reporting to the Common Council.\textsuperscript{175}

The survey report commended Emerson for his comprehensive reporting on school matters. It did note that the superintendent was critical of some of the wastefulness of school building which was still controlled principally by the Bureau of Public Works. The state survey exonerated the Superintendent for any blame in this regard. However, it criticized the fact that the average expenditure per high school pupil in Buffalo was $565 at this time as compared to an average of $264 in thirty-four other cities throughout the state.\textsuperscript{176}

This action by Emerson is classified by the Administrative Functioning Grid as EC3 and is assigned to Table E. By the Leadership Skills Construct the action is classified as CI and is assigned to Table F. The action is assigned number 73.

In 1914 a new charter was passed by the State Legislature which established a commission form of government for Buffalo. This charter provided for an appointed, unpaid board of education, consisting of five members which was appointed by the Mayor.\textsuperscript{177} The Mayor also would have

\textsuperscript{175}\underline{Cannan Study}, p.216.
\textsuperscript{176}\underline{Ibid.}, p.217.
\textsuperscript{177}\underline{New York State Teachers' Association, Buffalo, Its Schools} (Buffalo, New York, 1916), p.9.
power to appoint the Superintendent under the new charter.

Emerson spoke out strongly in favor of a board of education after a referendum was held on the issue. He stated that he favored a board composed of "ordinary folk of intelligence and common sense" who could take care of the issues and problems which existed in the schools.\(^{178}\)

The commission government commenced in Buffalo in January of 1916 and Emerson was reappointed as superintendent by Mayor Fuhrman and confirmed by the Council.\(^{179}\)

The action by Emerson to continue to publicly favor a board of education for the public schools of Buffalo is classified by the Administrative Functioning Grid as EC3 and is assigned to Table E. By the Leadership Skills Construct the action is classified as CI and is assigned to Table F. The action is assigned number 74.

In 1916 after the new Buffalo Charter went into effect a board of education was appointed by Mayor Fuhrman. Under the new charter however, the board still functioned under the Common Council and reported to them.\(^{180}\) About this time Dr. Finegan, Deputy Commissioner of Education in New York had a bill introduced into the legislature called the Lockwood-Martin Bill which granted city boards of education authority to run the schools exclusive of the control of the city councils.\(^{181}\)

Cannan states that the Lockwood-Martin Bill may well have come

\(^{178}\)News, December 22, 1915.

\(^{179}\)Cannan Study, p.236.

\(^{180}\)ibid., p.245-248.

\(^{181}\)ibid.
about as a result of the earlier state survey which had been conducted in Buffalo in 1914 at Emerson's request.  

The Lockwood-Martin or Finegan Bill, as it was called, eventually passed the legislature. The result was that the Board of Education in Buffalo became independent of the Common Council except in fiscal matters. It remains so to this day with members being appointed by the Mayor. While Emerson was forced to maintain a low profile throughout this period in regard to his own feelings, there is little doubt according to Cannan that Emerson favored the arrangement.  

Within a few months Emerson began reporting to the Board of Education as he had previously reported to the Common Council. One of his first recommendations to the Board in 1916 was that a Bureau of Efficiency and Research should be established within the School Department. The Board gave its approval and the new department was established in the central office. This proved to be one of the few innovations which Emerson established in the Buffalo schools which seems to have had a close relationship to the more identifiable aspects of scientific management. Although this Bureau continued to operate for the remaining three years of Emerson's superintendency, there is little evidence that he utilized it other than to collect data for various reports and budget requests to the Board.  

This act by Emerson of establishing a Bureau of Research and

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182 Cannan Study, p.248.
183 Ibid., p.249.
184 Ibid., p.251.
Efficiency is classified by the Administrative Functioning Grid as FTN3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as TNII and is assigned to Table F. The act is assigned number 75.

In 1916 Emerson recommended to the Board of Education that principals file an inventory of items purchased from school monies and file it with the Secretary of the Board together with the records of their receipts and expenditures. According to Cannan this suggestion was adopted by the Board and became a part of the standard inventory control practice in the Buffalo schools.\(^\text{185}\)

This action by Emerson enabled the new Board of Education to grasp some of the fiscal and budgetary aspects of their position as well as to see a record of expenditures of the various schools. The act is classified by the Administrative Functioning Grid as FCN3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as CNI and is assigned to Table F. The act is assigned number 76.

In 1917 Emerson requested that the Board of Education change the format of the teacher examinations which were then being used to select teachers for the Buffalo schools. The Superintendent, according to Cannan, considered the questions on the old exam "too bookish" and not a test of teaching skill or ability.\(^\text{186}\) The Board complied with his wishes.

\(^{185}\)Cannan Study, p.251.

\(^{186}\)Ibid., p.257.
This act by Emerson of changing the format of the city teachers examination is classified by the Administrative Functioning Grid as PTN3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as TNI and is assigned to Table F. The act is numbered 77.

In July of 1917 the New York State Education Department urged that technical and vocational schools in Buffalo and other cities be kept open for the summer. Some of the State's concern in this regard may have been due to the war situation which was becoming more serious for the United States about this period. Emerson recommended that there was not enough time to put such a plan into effect during 1917 but urged an all out campaign to publicize and develop summer programs in vocational education for the following year. According to Cannan this was done and the Board approved the use of funds for this purpose. 188

This action by Emerson is classified by the Administrative Functioning Grid as ECN3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as CNI and is assigned to Table F. The act is numbered 78.

In 1917 after the Board of Education had been in operation for about one year, Emerson requested that the Board grant him discretionary powers to grant experience credit to new teaching candidates whom he might wish to nominate to the Board. Emerson stated that this was important because in his view "not all previous teaching experience was

187 Ibid., p.258.
188 Ibid.
equally valuable."\textsuperscript{189}

The Board decided to grant this power to the Superintendent and according to Cannan, backed Emerson's recommendations for appointment in almost every case.\textsuperscript{190}

This act by Emerson is classified by the Administrative Functioning Grid as PC3 and is assigned to Table E. By the Leadership Skills Construct it is classified as CI and is assigned to Table F. The act is assigned number 79.

Late in the year 1917 Superintendent Emerson and some of his principals recommended to the Board of Education that a series of lectures by the noted botanist Luther Burbank not be authorized to be held in the Buffalo schools. One of the major reasons for this was that Burbank lectures involved a ten cent charge per student which Emerson felt was exorbitant and prohibitive.\textsuperscript{191} The Board backed his request and the lecture series was cancelled.

This action by Emerson is classified by the Administrative Functioning Grid as ET3 and is assigned to Table E. By the Leadership Skills Construct the action is classified as TI and is assigned to Table F. The action is assigned number 80.

In 1917 Emerson requested that the Board of Education permit Buffalo teachers who wished to attend the New York State Teachers' Board Minutes, August 30, 1917.

\textsuperscript{189}Board Minutes, August 30, 1917.

\textsuperscript{190}Cannan Study, p.258.

\textsuperscript{191}Board Minutes, August 30, 1917.
Association Convention be permitted to do so.\textsuperscript{192} Emerson stated, according to Cannan that the only expense involved in allowing teachers to go would be the cost of hiring substitute teachers.\textsuperscript{193} This recommendation was accepted by the Board.

Emerson's action is classified by the Administrative Functioning Grid as PH3 and is assigned to Table E. By the Leadership Skills Construct the action is classified as HI and is assigned to Table F. The act is assigned number 81.

In September of 1917 a Buffalo teacher, Miss Margaret Fotheringham was not at her school on opening day but joined a rally picketing the White House in Washington to oppose entrance of the United States into World War II. In this capacity she was arrested and sentenced to sixty days in jail.\textsuperscript{194} Emerson charged Miss Fotheringham with being absent without leave and with conduct unbecoming a teacher. He recommended to the Board that the teacher be notified of the charges and told to report for a hearing.\textsuperscript{195} A hearing was held following Miss Fotheringham's release from jail on November 5, 1917. At the hearing, Miss Fotheringham was found guilty and the Board notified her of her dismissal.\textsuperscript{196} Emerson evidently had little sympathy with a teacher's right to

\textsuperscript{192} Board Minutes, November 12, 1917.

\textsuperscript{193} Cannan Study, p.262.

\textsuperscript{194} Ibid., p.262.

\textsuperscript{195} Ibid.

\textsuperscript{196} Board Minutes, November 25, 1917.
participate in activist demonstrations.

This act by Emerson is classified by the Administrative Functioning Grid as RT3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as TI and is assigned to Table F. The act is assigned number 82.

In December of 1917 Emerson informed the Board of Education that he wished to retire after a term of service in the schools of Buffalo extending over forty-three years. In his letter of resignation to the Board Emerson wrote:

For several years I have desired to be relieved from the responsibility of the office, and my resignation has been delayed solely because of radical changes in the methods of school administration brought about by the adoption of a new charter and by the subsequent legislation. While the schools were becoming adjusted to these changes it seemed that I could best serve the city by remaining in office. Now that the schools have become somewhat accustomed to the new order of things and cordial relations have been established between the teachers and the board, I deem it a favorable time to carry out a long-cherished wish to retire from active educational work.\(^{197}\)

This decision by Emerson to retire was postponed by the Superintendent until he was certain that the new Board of Education understood its relationship to the chief school officer and was able to see the relationship of their position to that of other elements of the school system.

This decision by Emerson is classified by the Administrative Functioning Grid as PIN3 an example of human skill applied in the area of developing personnel. It is assigned to Table E. By the Leadership Skills Construct the decision is classified as HNI and is assigned to

\(^{197}\)News, December 11, 1917.
TABLE E

PERIOD 3. DISTRIBUTION OF ADMINISTRATIVE ACTS, ACTIONS AND DECISIONS BY HENRY P. EMERSON DURING PERIOD 3 (1911-1918) OF HIS SUPERINTENDENCY IN BUFFALO, BY SKILL AND CONTENT AREAS IN ACCORDANCE WITH THE ADMINISTRATIVE FUNCTIONING GRID

<table>
<thead>
<tr>
<th>Content Areas</th>
<th>Technical</th>
<th>Human</th>
<th>Conceptual</th>
</tr>
</thead>
<tbody>
<tr>
<td>EDUCATIONAL PROGRAM</td>
<td>ET 80</td>
<td>EH 84</td>
<td>EC 60 62</td>
</tr>
<tr>
<td></td>
<td>PT 77</td>
<td>PH 61</td>
<td>PC 72 79</td>
</tr>
<tr>
<td>DEVELOPING PERSONNEL</td>
<td>RT 82</td>
<td>RH 58</td>
<td>RC 66 68</td>
</tr>
<tr>
<td>COMMUNITY RELATIONSHIPS</td>
<td>FT 59 69</td>
<td>FH 65</td>
<td>FC 76 75</td>
</tr>
<tr>
<td>MAINTAINING FUNDS &amp; FACILITIES</td>
<td>70 75</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Skill Areas Content Area Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>10 Acts</td>
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<td>5 New</td>
</tr>
<tr>
<td>6 Acts</td>
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<tr>
<td>4 New</td>
</tr>
<tr>
<td>5 Acts</td>
</tr>
<tr>
<td>0 New</td>
</tr>
<tr>
<td>6 Acts</td>
</tr>
<tr>
<td>0 New</td>
</tr>
</tbody>
</table>

Note: Circled Numbers represent acts, actions or decisions classified as "New".
TABLE F

PERIOD 3. DISTRIBUTION OF HENRY P. EMERSON’S ACTS, ACTIONS AND DECISIONS DURING PERIOD 3 (1911-1918) OF HIS SUPERINTENDENCY IN BUFFALO, INTO VARIOUS SKILL AREAS AND MANAGEMENT LEVELS IN ACCORDANCE WITH THE LEADERSHIP SKILLS CONSTRUCT

<table>
<thead>
<tr>
<th>Management Level</th>
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<th>Conceptual</th>
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<tbody>
<tr>
<td>Top Management</td>
<td>59 69 70</td>
<td>58 61 64</td>
<td>62 63 66</td>
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<tr>
<td></td>
<td>77 80 82</td>
<td>68 81 83</td>
<td>67 71 72</td>
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<td></td>
<td>84</td>
<td>73 74 76</td>
</tr>
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<td></td>
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<td>78 79</td>
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</table>

<table>
<thead>
<tr>
<th>Middle Management</th>
<th>Technical</th>
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<th>Conceptual</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>75</td>
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<td>60</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Lower-Level Management</th>
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<th>Conceptual</th>
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<td></td>
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<table>
<thead>
<tr>
<th>New Act Totals</th>
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<th>Human</th>
<th>Conceptual</th>
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<tr>
<td></td>
<td>4</td>
<td>2</td>
<td>7</td>
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<table>
<thead>
<tr>
<th>Total Acts</th>
<th>Technical</th>
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<th>Conceptual</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>7</td>
<td>8</td>
<td>12</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Level</th>
<th>Skill Area</th>
<th>Total Acts at</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Superintendent</td>
<td>-- 24</td>
</tr>
<tr>
<td>II</td>
<td>Assistant Superintendent</td>
<td>-- 3</td>
</tr>
<tr>
<td>III</td>
<td>Principal</td>
<td>-- 0</td>
</tr>
</tbody>
</table>

Note: Circled Numbers represent acts, actions and decisions classified as "New".
Table F. The act is numbered 83.

One of Emerson's last actions as Superintendent, according to Cannan was his defense of Mr. Carl Burkhardt, supervisor of physical education. Mr. Burkhardt had come under attack by the Academy of Medicine which charged that his appointment had been secured because of support from the German-American Alliance. During this period in Buffalo there was considerable anti-German sentiment noticeable. Cannan states that this may have been the real motive behind the physicians' attack on Burkhardt, although ostensibly they were critical of German gymnastics.

To Emerson's credit he supported Carl Burkhardt strongly before the Board of Education, stating that he had won his supervisory appointment on his own merit and had done much to strengthen the physical education department. Undoubtedly Emerson's influence and strong defense were instrumental in saving Burkhardt's career.

This act by Emerson is classified by the Administrative Functioning Grid as EH3 and is assigned to Table E. By the Leadership Skills Construct the act is classified as HI and is assigned to Table F. The act is assigned number 84.

In June of 1918 Dr. Ernest C. Hartwell of St. Paul, Minnesota was hired as Superintendent of Schools in Buffalo. The long career of Henry P. Emerson in the Buffalo School Department had come to an end.

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198 Cannan Study, p.267.

199 Ibid.

200 News, June 25, 1918.
CONCLUSIONS

Review

This study has attempted to evaluate the administrative functioning and educational leadership of an early Superintendent of the Buffalo schools, Henry Pendexter Emerson, by the use of modern administrative theory. The constructs utilized were an Administrative Functioning Grid developed by Griffiths\(^1\) and a Leadership Skills Construct developed by Hersey and Blanchard.\(^2\)

The investigation attempted to assess the administrative competence of Emerson through an analysis of his acts, actions and decisions as classified by the Administrative Functioning Grid. The study also attempted to assess the type of leadership displayed by Emerson through an investigation of his acts as classified by the Leadership Skills Construct.

One of the major tasks of the investigation was to determine the skill and content areas in which Emerson functioned most competently. This was determined through application of the Administrative Functioning Grid.


Functioning Grid.

Another major question which guided the study was to determine whether Emerson acted as a leader by making appropriate upper-management level decisions himself and permitting lower echelon administrators to make appropriate acts and decisions themselves. The Leadership Skills Construct was utilized for this purpose.

Lipham's definition of the administrator as a person who uses existing structure and procedures to achieve organizational objectives was used as the standard for administration of the study. His definition of the educational leader as one who initiates new structures or procedures for accomplishing organizational goals was also employed for this investigation. The investigation made a differentiation between Emerson's "new" acts and decisions and older established acts and actions. The former were considered indicative of leadership functioning and appear in Table K, the latter were considered administrative.

Emerson's Administrative Functioning

The study of Henry P. Emerson's administrative acts and decisions indicates that in his office of Superintendent of the Buffalo School Department he functioned appropriately and competently as an administrator. By Lipham's definition of the competent administrator as one who utilizes existing structures or procedures to achieve organizational objectives, Emerson's administrative functioning appears to have been more than adequate. He administered competently in the major content

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areas of educational program, personnel development, community relationships and maintenance of funds and facilities. Tables A, C, E and H indicate his functioning in these areas. It should be noted that this aspect of his performance was by no means a simple one when the growth of the Buffalo school population is considered. Between the years 1896 and 1911 alone the school population in the city increased from about 46,000 to well over 63,000 pupils.4

In terms of the amount of Emerson's administrative functioning and practices, his acts and decisions which involved new ideas, concepts or programs are tabulated in Tables A, C, E and K. Their number provides a total of more than half of all acts, actions and decisions considered with the preponderance of them taking place in the early period of his tenure (Table A). This large proportion of new acts is considered later in the discussion of Emerson's educational leadership functioning.

Emerson appears to have functioned well as an administrator because he was not afraid to act or take responsibility for his decisions. As has been noted previously in the study in Chapters II and IV Emerson was perfectly willing to be accountable for his actions in an area in which he held power to act. Ultimately of course he was accountable to the public for his stewardship each time he came up for reelection and this factor is of considerable significance in judging his administrative functioning.

One other aspect of Emerson's administrative functioning can be identified and concluded. Emerson preferred to attack educational problems publicly and early. His opinions regarding such things as the

4Superintendent's Annual Report, 1911-1912, p.27.
teacher's salary raises, the introduction of kindergartens, manual training classes, school building and free textbooks were usually presented to the public through the media prior to action or decision. Every citizen generally knew where he stood on these matters and he acted in such a way as to back up his beliefs. Cannan states that his mind could be changed on issues requiring action but only after he was certain that the other course was educationally feasible.\(^5\) It should also be noted that Emerson was able to secure the cooperation of those he worked with, according to Cannan, and thus generally drew genuine support from the staff for his actions and decisions.\(^6\) This point of view is also reinforced by the findings of the present study.

The skills which Emerson utilized in his administrative performance were primarily conceptual and human skills. In terms of the Administrative Functioning Grid the totals of his actions and decisions falling in these areas are tabulated in Tables G and J of this chapter. The fact that Emerson functioned most frequently in these areas tends to suggest that his performance met some of the relations-oriented consideration structures which Halpin, Hersey and Blanchard have identified as being important for educational leadership behavior. Emerson seems to especially have had a strong ability to function competently in the conceptual area. It is possible to say that his viewpoint of the Buffalo school system was broad and all-encompassing. He was concerned about the educational needs of the city and its children in all aspects from program

\(^5\)Cannan Study, p.200.

\(^6\)Ibid., p.238.
TABLE G

GRAPHIC SUMMARIES OF EMERSON'S ACTS, ACTIONS AND DECISIONS BY SKILL AREA FROM THE ADMINISTRATIVE FUNCTIONING GRID, DURING THE THREE PERIODS OF HIS CAREER

<table>
<thead>
<tr>
<th>Period 1 (1893-1901)</th>
<th>Period 2 (1902-1910)</th>
<th>Period 3 (1911-1918)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skill Areas</td>
<td>Number of Acts</td>
<td>Skill Areas</td>
</tr>
<tr>
<td>Technical</td>
<td>8</td>
<td>Technical</td>
</tr>
<tr>
<td>Human</td>
<td>10</td>
<td>Human</td>
</tr>
<tr>
<td>Conceptual</td>
<td>6</td>
<td>Conceptual</td>
</tr>
</tbody>
</table>

- Technical Skill Areas include actions related to operational tasks.
- Human Skill Areas encompass interactions with people and social dynamics.
- Conceptual Skill Areas focus on ideas, strategies, and long-term planning.

This table and diagrams illustrate the distribution of Emerson's acts, actions, and decisions across these skill areas for each of the three periods in his career.
TABLE H

GRAPHIC SUMMARIES OF EMERSON'S ACTS, ACTIONS, AND DECISIONS BY CONTENT AREA FROM THE ADMINISTRATIVE FUNCTIONING GRID, DURING THE THREE PERIODS OF HIS CAREER

Period 1 (1893-1901)

<table>
<thead>
<tr>
<th>Content Area</th>
<th>Number of Acts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Program</td>
<td>12</td>
</tr>
<tr>
<td>Developing</td>
<td>10</td>
</tr>
<tr>
<td>Community</td>
<td>8</td>
</tr>
<tr>
<td>Maintaining Funds and Facilities</td>
<td>4</td>
</tr>
<tr>
<td>Personnel</td>
<td>2</td>
</tr>
<tr>
<td>Content Areas</td>
<td>1</td>
</tr>
</tbody>
</table>

Period 2 (1902-1910)

<table>
<thead>
<tr>
<th>Content Area</th>
<th>Number of Acts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Program</td>
<td>12</td>
</tr>
<tr>
<td>Developing</td>
<td>4</td>
</tr>
<tr>
<td>Community</td>
<td>8</td>
</tr>
<tr>
<td>Maintaining Funds and Facilities</td>
<td>4</td>
</tr>
<tr>
<td>Personnel</td>
<td>2</td>
</tr>
<tr>
<td>Content Areas</td>
<td>1</td>
</tr>
</tbody>
</table>

Period 3 (1911-1918)

<table>
<thead>
<tr>
<th>Content Area</th>
<th>Number of Acts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational Program</td>
<td>12</td>
</tr>
<tr>
<td>Developing</td>
<td>6</td>
</tr>
<tr>
<td>Community</td>
<td>4</td>
</tr>
<tr>
<td>Maintaining Funds and Facilities</td>
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<tr>
<td>Personnel</td>
<td>2</td>
</tr>
<tr>
<td>Content Areas</td>
<td>1</td>
</tr>
</tbody>
</table>
to personnel development and from finances to facilities. It is interesting to note that in all of the three periods of his career (Tables A, C, E, G and K) his administrative skills fell most frequently in the conceptual or the human areas of administrative functioning.

The study indicates that Emerson used subordinate administrators such as principals and central office supervisory personnel competently. Tables B, D, F, I, J and K indicate that by far the greatest numbers of Emerson's acts and decisions were made at the upper superintendent level of management. This would indicate that Emerson made appropriate top management decisions himself but permitted subordinate administrators to function at their own levels and make appropriate decisions and actions in their own spheres of authority.

One related conclusion is that Emerson functioned appropriately in terms of the Leadership Skills Construct since his acts and decisions were confined primarily to the upper-management levels. This view is discussed further at a later point.

Emerson appears to have been influenced in his administrative performance very little by the formal dictates of scientific management. A study of his acts and decisions reveal very few concessions to this point of view. In 1916 during the latter period of his superintendency he did establish a Bureau of Efficiency and Research in the Buffalo School Department as has been previously noted. However there is little evidence to show that it became a powerful Division of the School Department in Emerson's day.

Emerson promoted vocational education strongly in the Buffalo Schools during the years 1911-1915. However this appears to have been a favorite theme with the Superintendent at a much earlier date. He had
established manual training and shop classes in many of the Buffalo grammar schools by 1896 and appears to have been more influenced by the views of men like David Snedden and Samuel Dutton than by the philosophy of Frederick Taylor.

One reason that Emerson may have felt disinclined to adopt many of the accountability, tenets of scientific management was his natural tendency to be concerned about the Buffalo taxpayer's dollar anyway. It was not just that Emerson kept a watchful eye on school expenditures, which he did, but also that he actively disseminated this point of view to the Common Council and to the public at large. As a result there was relatively little need for him to establish complicated accounting and efficiency measures. The public was prone to believe that these matters were well taken care of in Buffalo prior to the advent of scientific management. The many cost analyses and budget proposals which Emerson submitted to the Common Council or Board of Education prior to major expenditures also played an important part in establishing this belief.

Finally, the relatively small number of acts and decisions made by Henry P. Emerson which fell in the technical skills area of the Administrative Functioning Grid (Tables A, C, E and K) indicate that the Superintendent functioned most frequently in skill areas which were not closely related to the mechanical automatic areas of scientific management.

Emerson appears generally not to have functioned in the manner of the traditional, classical type of school administrator. He was innovative and receptive to new programs though occasionally cautious about their inception. During the first period of his Superintendency a host of new programs, personnel and facilities were inaugurated in the Buffalo
schools. One aspect of his administrative actions which may be considered classical was his strong support of secondary school education which during the early years of his tenure was still largely specialized toward college entrance. Nevertheless it must be recognized that as the high school program was broadened during the later years of his superintendency and newer vocational and technical high schools were built, secondary education took on a broader, more innovative look. Emerson appears to have encouraged this change and development although he was still concerned about such things as the scores of high school students on the Regent's examinations and the effective teaching of English.\textsuperscript{7} Undoubtedly Emerson's early experiences as a high school principal and teacher influenced his concern about secondary schools in Buffalo.

The Superintendent seems to have operated in many ways as a reform administrator with a few of his actions conforming to some of the more negative aspects of Michael Katz's portrait of early city school administrators.\textsuperscript{8} For example there is evidence to show that Emerson was faced with the problem of truancy on a large scale in Buffalo following the passage of the New York State compulsory attendance law in 1897. The result was his establishment of truant schools and the employment of additional attendance officers. However his approach to disadvantaged and delinquent children was broader than this. He established classes for atypical children and physically handicapped as well as physical


education and manual training classes during the early period of his superintendency. It would seem that many of these programs as well as the establishment of public kindergartens, individual testing and physical examination programs were established to meet the individual needs of more of Buffalo's city children. Cannan believed that Emerson was greatly influenced by the progressive, reform views of men such as Francis Wayland Parker and Emerson's own reports support this view.9

Without doubt the variety of the educational problems facing the Superintendent when he assumed his office made many of his early administrative actions fall into a pattern of innovation and change. Also the legacy of the previous Crooker administration which had been so soundly criticized by Joseph Rice opened the way for Emerson to begin to effect reforms. He did not hesitate to assume this role at an early stage in his career. Some reforms such as the program of providing free textbooks might even be viewed as taking the form of redeeming campaign pledges to his election supporters.

There is little doubt that some of Emerson's actions such as the establishment of vocational schools served upper-class business interests in the long run due to providing a better educated labor supply for Buffalo's industries. Nevertheless Emerson and his programs were ultimately responsible to the voters as a whole and if many of his reform programs had failed or been considered to have been ineffective it is doubtful that he would have been returned to office.

It would seem that Emerson's administrative tenure may have

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ultimately contributed to an increase in bureaucratic organizational structure in the Buffalo School Department. However this occurred during the latter periods of his administration following 1907 when much of his efforts were concentrated on getting schools built. At this point in his career the size of the school system had grown considerably and the central office staff was larger with supervisors such as Bender, Millard, Alvord and others, carrying out specialized duties. There is evidence to show that Emerson was aware of this change for he lamented the fact that he was unable to visit the schools as frequently in a supervisory capacity.\textsuperscript{10} It is likely, given the growth of the school system that a certain amount of centralized bureaucratic structure was inevitable during this period, nevertheless it is noteworthy that Emerson attempted to permit individual school principals considerable flexibility and freedom in the administration of their schools. Emerson's successor, Dr. Ernest C. Hartwell, is reported to have stated upon assuming the Superintendency of the Buffalo schools, that, "Every school's an island and every teacher an islet."\textsuperscript{11}

\begin{quote}
Emerson's Educational Leadership Functioning
\end{quote}

In terms of Lipham's definition of the educational leader as one who initiates new structures or procedures for accomplishing organization goals, Emerson appears to have met the test, by functioning in this manner. Many of his acts and actions as Superintendent of Schools in

\begin{flushright}
\textsuperscript{10}Superintendent's Annual Report, 1909-1910, p.33.  \\
\textsuperscript{11}Cannan Study, p.121.
\end{flushright}
Buffalo were taken in new areas such as establishing a new teachers' training College in the Buffalo School Department and arranging for school-library cooperation on a large scale. Table K tabulates those acts of Emerson's which were classified as "new" and these constitute a majority of all of Emerson's acts evaluated in the study. Emerson made many changes during his twenty-five year tenure as Superintendent of Schools in Buffalo and did not hesitate to move the schools in new directions with such programs as vocational education, kindergartens, summer schools and learning disability classes. Most of these innovations are still part of the Buffalo city school's program today.

A second measure of Emerson's performance as an educational leader involved the use of the Leadership Skills Construct based on the model developed by Hersey and Blanchard which was described in Chapter III. By this model Emerson's administrative acts were classified by skill area and by management level. Tables J and K indicate that the bulk of Emerson's acts and decisions fall in the human and conceptual skills areas and also within the upper-management levels of the Leadership Skills Construct. Emerson thus appears to have functioned as an educational leader by taking action and making decisions which were appropriate to the Superintendent's level.

The fact that the bulk of Emerson's acts and decisions fall into the human and conceptual skills areas coincide with Hersey's and Blanchard's theory that these skill areas are used more frequently and critically where educational leadership functioning is present than in the technical skill areas. It is in these former two areas that Emerson seems to have acted most frequently (see Tables I, J and K). Also, since most of
**TABLE I**

**TABULATION OF EMERSON'S ACTS, ACTIONS AND DECISIONS**

**BY TIME PERIOD IN ACCORDANCE WITH MANAGEMENT LEVELS**

**AS POSTULATED BY THE LEADERSHIP SKILLS CONSTRUCT**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Top Management</td>
<td>30</td>
<td>24</td>
<td>24</td>
<td>I</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Superintendent</td>
</tr>
<tr>
<td>Middle Management</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>II</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Assistant Superintendent</td>
</tr>
<tr>
<td>Lower-Level Supervisory</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>III</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Principal</td>
</tr>
<tr>
<td>Totals</td>
<td>32</td>
<td>25</td>
<td>27</td>
<td></td>
</tr>
</tbody>
</table>
### TABLE J

TOTAL DISTRIBUTION OF EMERSON'S ACTS, ACTIONS AND DECISIONS AS CATEGORIZED BY SKILL AREAS OF THE ADMINISTRATIVE FUNCTIONING GRID AND MANAGEMENT LEVELS OF THE LEADERSHIP SKILLS CONSTRUCT

<table>
<thead>
<tr>
<th>Management Level</th>
<th>Administrative Functioning Grid</th>
<th>Skill Area Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Top Management</td>
<td>Technical  Human  Conceptual</td>
<td>I Superintendent</td>
</tr>
<tr>
<td></td>
<td>17       27         34</td>
<td></td>
</tr>
<tr>
<td>Middle Management</td>
<td>Technical  Human  Conceptual</td>
<td>II Assistant Superintendent</td>
</tr>
<tr>
<td></td>
<td>4        1          1</td>
<td></td>
</tr>
<tr>
<td>Lower-Level Supervisory</td>
<td>Technical  Human  Conceptual</td>
<td>III Principal</td>
</tr>
<tr>
<td></td>
<td>0        0          0</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>21       28         35</td>
<td></td>
</tr>
</tbody>
</table>
Table K

Total Distribution of Emerson's New Acts, Actions and Decisions as Categorized by Skill Areas of the Administrative Functioning Grid and Management Levels of the Leadership Skills Construct

<table>
<thead>
<tr>
<th>Management Levels</th>
<th>Technical</th>
<th>Human</th>
<th>Conceptual</th>
<th>Skill Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Top Management</td>
<td>6</td>
<td>12</td>
<td>21</td>
<td>Management Acts</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>I</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Superintendent</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>39 Acts</td>
</tr>
<tr>
<td>Middle Management</td>
<td>3</td>
<td>0</td>
<td>1</td>
<td>II</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Assistant</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Superintendent</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4 Acts</td>
</tr>
<tr>
<td>Lower-Level Supervisory</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>III</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Principal</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0 Acts</td>
</tr>
<tr>
<td>Totals</td>
<td>9</td>
<td>12</td>
<td>22</td>
<td>43</td>
</tr>
</tbody>
</table>
Emerson's acts and decisions fall outside the technical areas it would seem that many of the routinized accounting and bookkeeping aspects of the scientific management theory were either ignored or kept to a minimum by the Superintendent. Emerson functioned as an educational leader then, largely because he instituted change on a broad scale and operated at the appropriate management level, permitting subordinate administrators, especially principals freedom to function at the lower administrative levels. Also, the fact that his actions fall largely in the human and conceptual skills areas indicate that he utilized leadership areas which are appropriate to upper level administration and management, an important aspect of modern leadership theory as emphasized by Halpin, Hersey and Blanchard and others.

**General Conclusions for Administration Today**

It may be concluded that Henry Emerson functioned as a competent educator for many years because he operated well as both an educational administrator and as an educational leader. Analysis of his acts and decisions bears out this dual competency. This may be a more unique combination of abilities and performance than is generally recognized or found among school-men of a later period. One can think of many examples today of superintendents of schools, college presidents or other educators who function well in one of these capacities. However the number of top-level educators who are able to function competently in both areas seems limited. At a time when the scope of problems and the pressure for change falls heavily upon upper-level educators there is perhaps a natural tendency on the part of men in such positions to aim for one posture or
the other. In light of the findings of this research the writer concludes that either role taken exclusively without consideration of the other may prove inadequate given today's set of changing educational conditions with their attendant pressures.

It may also be suggested as a result of this study that modern educational administrators might well devote much of their administrative time and effort toward functioning competently in the conceptual and human skill areas of their work. This is no doubt easier to suggest than to put into practice in many cases. However it seems certain that the superintendent or upper-level administrator who devotes most of his efforts over long periods to the technical, mechanical aspects of his job may well function in a manner which does not permit him to see so clearly the overall operation of his educational enterprise or the development or efforts of people within the system. To this extent he may function less competently than otherwise might be so. One other related idea which this study of Emerson's administrative functioning offers is the conclusion that modern administrators might well work harder at keeping in touch with lower echelon administrators as organizations grow. Admittedly this becomes a more difficult problem as a school system grows in size. Yet this may well be precisely the reason why there is need for increased contact. Emerson, while delegating much authority to principals in the areas of decision making and action, kept in touch with principals by attending their professional meetings and social functions very frequently.

In a way the study suggests that modern administrators might be
well advised to take an open approach and look early at problems which are crucial to a school district. To do this and to go on record publicly at an early point may give the administration an opportunity to present the school's policy or viewpoint in such a way that the reasoning behind it is evident. Emerson was able to function most ably in this regard. As Cannan stated, "people knew how he stood on issues." What is also significant is the fact that they frequently knew his position at an early point before action or decision was imminent.

The study further suggests that today's educational administrators, operating in periods of rapid change, might be well advised to use action research before implementing new programs in order to ascertain the probable effect and possible success of such ventures. In a time when many innovative programs such as team-teaching, open classrooms, programmed instruction, modular time periods and continuous progress classes are all before the public, as well as educators, this seems especially significant. Although Emerson also functioned in a period of changing conditions it seems of importance to note that most of his actions seem to have taken place after careful consideration of the probable effects and consequences for the Buffalo schools. Certainly a considerable number of the programs and changes instituted by Emerson were considered successful and continue in operation down to the present day.

A general conclusion which may be arrived at from this study for current administrators is the idea that perhaps modern school men should

\[12\text{Cannan Study, p.276.}\]
take very seriously their role of being accountable for educational expenditures. This is not to say that they need to personally oversee this process in detail but to make certain that it is being scrupulously carried out and that educational funds are being spent in such a manner as to implement a quality program of education for the community. A study of Emerson's budgeting techniques and cost study plans leaves the impression that he was not so reticent about asking for funds as one might at first suspect. Rather he carefully fostered the image of a Superintendent who scrupulously guarded the public's money, instituted few frills and wisely requested funds only for needed personnel and program development.

A further conclusion of this study for modern educators is the suggestion that they actively involve their schools in the affairs of the community. This type of administrative performance operates in an area in which educators gain considerable public support for their schools. At a time when many public schools are under considerable public criticism it seem frequently that administrators tend to attempt to withdraw the participation of schools from social and public functions. It is an area of great sensitivity for school public relations. Emerson loved to function actively in this respect. He involved the schools in national holiday parades such as Memorial Day Observances. He entered the schools actively into community programs such as the Pan-American Exposition which was held in Buffalo in 1901. He also saw that the schools participated in charity works such as the Red Cross and other volunteer efforts. Such actions on the part of the schools in
Buffalo were well regarded and undoubtedly brought about considerable support for the schools in many circles.

One final conclusion from this study might be to suggest that modern educators actively involve themselves in the professional activities of their organizations. In an age of increasing impact of collective negotiations and polarization between teacher associations and unions and boards of education, this may be a difficult thing for administrators to do. Where does the upper-level educator fit in this changing pattern of relationships and power struggles? The present study suggests that if superintendents and principals will actively participate in their own administrators' organizations and examine their aims and goals they may increase their leadership impact and improve their administrative performance by sharing ideas and grappling with common problems. Emerson, as administrative head of a large and growing city school department still found time and means to serve as President of the Department of Superintendence of the N.E.A. and was active in the New York State Teachers' Association. Furthermore he encouraged his teachers and principals to be active in their own professional organizations as well. At a time when many people were critical of educators' rights to organize themselves he was not opposed to the idea, but believed that it improved the practice of education.

Perhaps this view has meaning for superintendents today at a time when the American Association of School Administrators has recently come under attack by teacher organizations such as the N.E.A. who wish to disassociate from administrators. The net result may call for a re-
organization of such administrator groups and a reassessment of their aims, goals and options. In order to continue in the roles of educational leaders and top-level administrators it is likely that such reassessments should also focus seriously upon improved administrative functioning and leadership skills. Undoubtedly Henry P. Emerson, were he alive today, would approve and encourage such a course. His own administrative and leadership functioning strongly suggest that this would be the case.

One of the principle findings of this investigation has been the fact that in terms of modern theory Henry P. Emerson functioned remarkably well as both an educational administrator and as an educational leader. However in practical terms what other tests would indicate that this assessment of his capabilities is valid?

It should be remembered that Emerson ran for his office six times in public elections and each time was returned by the voters of Buffalo to the Superintendent's post. This represents a real and pragmatic test of his educational competence as an administrator and leader.

Finally the Courier notes that following his retirement in 1918, each year until his death in 1930, Emerson and his wife were invited to return to Buffalo as guests of the Women Teachers' Association.\(^{13}\) Furthermore the ex-Superintendent did return each year - a testimonial to the mutual affection and respect which existed between Emerson and his former faculty.

\(^{13}\)Courier, June 3, 1930.
It would appear that Emerson, the competent administrator and educational leader, was well recognized by the people he served and worked with for these capabilities during his lifetime.
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