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The Perceptions of Three Groups -- Pastors, Principals, and
Teachers-- Regarding the Authority/Responsibility of Pastors
and Principals in Lutheran Elementary Schools

presented by

Arthur Frederick Nell

has been accepted towards fulfillment
of the requirements for

PH.D. degree in Education

A handwritten signature in black ink, appearing to read "Samuel", written over a horizontal line.

Major professor

Date February 8, 1979



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1978

THE PERCEPTIONS OF THREE GROUPS--
PASTORS, PRINCIPALS, AND TEACHERS--
REGARDING THE AUTHORITY/RESPONSIBILITY
OF PASTORS AND PRINCIPALS IN
LUTHERAN ELEMENTARY SCHOOLS

by

Arthur Frederick Nell

A DISSERTATION

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ABSTRACT

THE PERCEPTIONS OF THREE GROUPS--
PASTORS, PRINCIPALS, AND TEACHERS--
REGARDING THE AUTHORITY/RESPONSIBILITY
OF PASTORS AND PRINCIPALS IN
LUTHERAN ELEMENTARY SCHOOLS

By

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Problem

The problem addressed by the researcher was the determination of the perceptions of three groups--pastors, principals, and teachers--regarding the authority/responsibility of pastors and principals in elementary schools of the Wisconsin Evangelical Lutheran Synod. It was perceived by the researcher that commonly held perceptions relative to the relationship of these two positions did not exist.

Procedure

Utilizing a survey instrument, the perceptions of 33 pastors, 33 principals, and 81 teachers--all working in churches of the Michigan District of the Wisconsin Synod which operate Lutheran elementary schools--were gathered

in an attempt to assess these individuals' perceptions of the authority/responsibility of pastors and principals in Wisconsin Synod Lutheran elementary schools. The specific categories and hypotheses tested related to both the pastor's and the principal's authority/responsibility in the following seven areas: curriculum, supervision of teachers, supervision of students, dealing with student offenses, supervision of the non-teaching staff, fiscal affairs, and scheduling.

The instrument, which employed a Likert-type scale, was developed and field tested by the researcher. Data from returned opinionnaires were tested utilizing ANOVA statistical procedures with a .05 level of significance established. The Scheffe' technique was used as a post hoc test. Information was also gathered relative to the respondents' perceptions of the real and ideal hierarchy of authority, in or for his school. Categorical responses of each referent group were compared to categorical responses of all other referent groups on each category.

Findings

In only one instance was a significant difference obtained, and this occurred between the pastoral group and the teacher group in their perceptions of the principal's authority/responsibility in curriculum. In all other instances, no significant differences were found. Although significant differences did not occur often, analysis of

the data on an item by item basis revealed trends. The trend demonstrated that pastors tended to assign themselves more authority/responsibility than did either of the other two groups. The principals tended to assign a lesser amount of authority/responsibility to the pastor's position. Regarding the principal's position, the principals did not always assign themselves more authority/responsibility than did the other two groups assign the principal. It might be expected that the principal would rate himself higher, but this did not occur. Trends were readily apparent when the pastor's authority/responsibility was discussed, but trends were not as readily apparent in the discussion of the principal's authority/responsibility. Little agreement also existed as to the real or ideal hierarchy of authority when the board of education, church council, congregation, pastor, and principal were considered.

Conclusions

Based on these findings, a major conclusion drawn was that although significant differences did not generally occur, trends did demonstrate a lack of consensus regarding the relationship of the pastor's and the principal's authority/responsibility in the operation of a Lutheran elementary school. Additional conclusions drawn from the investigation were the following: 1) A variety of responsibilities and duties were identified as being inherent to the position of principal. 2) Time needs to be provided the principal so that he can become more active in the

administration of the school. 3) The pastors feel the principal should perform a more active role in the administration of the school. 4) Conflict is likely to increase if the pastor and the principal cannot concur on the rules of the organization. 5) Confusion relative to the principal's role in the school damages his credibility as the congregation's educational leader. 6) The three groups demonstrated very little agreement as to the hierarchy of authority in the school when the relationships of the board of education, church council, congregation, pastor, and principal were considered.

DEDICATION

Although the completion of such a task as this dissertation gives one a feeling of inestimable joy, yet there is a dark cloud on the sunset of this effort. That dark cloud is the passing of Dr. Archibald B. Shaw.

Dr. Shaw was appointed as my academic advisor when I entered the doctoral program at Michigan State University in 1975. Graciously, he agreed to remain my advisor and chair my doctoral committee. He led me from the beginning, but was unable to view completion of the project.

When, in Dr. Shaw's mind, the end of his life was inevitable, Dr. Shaw still worked faithfully with me. When the end approached, Dr. Shaw revealed to me one of his goals--to see my graduation. Although he did not achieve this goal, he, in large measure, helped me to reach my own goal. To this end, then, this document is dedicated to Dr. Archibald B. Shaw, professor, counselor, consoler--friend.

ACKNOWLEDGMENTS

Many tasks are begun independently, but no task of this magnitude could be completed independently. To list all those who assisted this writer would be a major undertaking. But, in a small way I would like to acknowledge some of the people who gave me so much assistance.

Much appreciation is extended to Dr. Sam Moore for his patience and understanding as he, after the death of Dr. Archibald B. Shaw, the original chairman of my doctoral committee, became the chairman of my committee.

I would also thank my other advisors, Dr. Carl Gross, Dr. Hal Hepler, and Dr. Lou Romano. Dr. Gross and Dr. Hepler provided advice and encouragement at key moments, and Dr. Romano was kind enough to join the committee one month prior to the completion of this disseration.

The efforts of Mary Peterson, the typist, are also appreciated. Consistently she came through when family commitments and deadlines should have prevented it.

Although the work in such an undertaking must be done independently, a key ingredient for success is the support one receives from those around him. Such support was provided by my in-laws, Norma and Lawrence Bennett, as they did various things for me so that I might have the time

to devote to this project. Also, the efforts of my brother-in-law, Larry Bennett, are much appreciated as he assisted greatly during the proofreading phase of this project.

To my parents, Marion and Arthur Nell, a special tribute is in order, for it was they who provided me with the education necessary to form the foundation for this degree. Although many miles separate me from my parents, their support and encouragement have been ever-present. Thank you, Mother and Father.

No statement of thanks would be complete without a word of thanks for my wife, Janice. Her support, encouragement, and, at appropriate times, the necessary prod, were never-ending. During the final stages of this work, she has tolerated much, from having pages of this dissertation spread over the dining room table, on the living room floor, and through the upstairs bedrooms, all the way to a tense and irascible husband. She has willingly endured it all, and for this I thank her.

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CHAPTER I

INTRODUCTION

Good administration, as defined by various writers (Leavitt, 1951; Getzels and Guba, 1954; Simon, 1957; Etzioni, 1964; Knezevich, 1969; Sergiovanni and Carver, 1973)¹, includes the requirement that there should be clear and commonly shared understandings of the roles and relationships of those employed in the institution's work. In the congregational schools of the Wisconsin Evangelical Lutheran Synod, hereafter the Wisconsin Synod, it has become increasingly apparent that the understandings are often not clear and common within the institution. In part this seems to be related to the increased and specialized training of many of the newer teachers and principals.

¹H. J. Leavitt, "Some Effects of Certain Communication Patterns on Group Performance," in Organization Theory, ed. D. S. Pugh, (Harmondsworth, Middlesex, England: Penguin Education, 1971), p. 92; J. W. Getzels and E. G. Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," American Sociological Review 19 (April 1954): 165; Herbert A. Simon, Administrative Behavior (New York: The Free Press, 1957), pp. 103-108; Amitai Etzioni, Modern Organizations (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), p. 44; Stephen J. Knezevich, Administration of Public Education (New York: Harper and Row, Publishers, 1969), p. 106; Thomas J. Sergiovanni and Fred D. Carver, The New School Executive: A Theory of Administration (New York: Harper and Row, Publishers, 1973), pp. 180-182.

The problem addressed by this researcher was to discover the extent of agreement among three groups--pastors, principals, and teachers--as to the nature and degree of authority and responsibility the pastor and principal each has in the operation of a Wisconsin Synod Lutheran elementary school, and how these three groups feel the authority and responsibility should be allocated.

The Problem

The problem addressed by this researcher was to discover the extent of agreement among three groups--pastors, principals, and teachers--as to the nature and degree of authority and responsibility the pastor and principal each has in the operation of a Wisconsin Synod Lutheran elementary school, and how these three groups feel the authority and responsibility should be allocated.

After numerous discussions with individuals knowledgeable about education in Wisconsin Synod elementary schools, the researcher was led to suspect that the following hypotheses might be true:

I. The pastors will not agree with the principals regarding the degree of authority/responsibility the pastor has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences

- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

II. The pastors will not agree with the teachers regarding the degree of authority/responsibility the pastor has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

III. The principals will agree with the teachers regarding the degree of authority/responsibility the pastor has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

IV. The pastors will not agree with the principals regarding the degree of authority/responsibility the principal has in each of the following areas:

- a) Curriculum

- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

V. The pastors will not agree with the teachers regarding the degree of authority/responsibility the principal has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

VI. The principals will agree with the teachers regarding the degree of authority/responsibility the principal has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

VII. All groups--pastors, principals, and teachers--will not agree on a hierarchy model for identifying the ideal structure of authority/responsibility in a Lutheran elementary school; and they will not agree on a hierarchy model for identifying what each perceives as the real structure of authority/responsibility functioning in their respective schools.

For the statistical aspect of this research, the above listed hypotheses were restated in the null form as follows:

I. There will be no significant difference between the pastors' perceptions and the principals' perceptions of the degree of authority/responsibility the pastor has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

II. There will be no significant difference between the pastors' perceptions and the teachers' perceptions of the degree of authority/responsibility the pastor has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students

- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

III. There will be no significant difference between the principals' perceptions and the teachers' perceptions of the degree of authority/responsibility the pastor has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

IV. There will be no significant difference between the pastors' perceptions and the principals' perceptions of the degree of authority/responsibility the principal has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

V. There will be no significant difference between the pastors' perceptions and the teachers' perceptions of the degree of authority/responsibility the principal has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

VI. There will be no significant difference between the principals' perceptions and the teachers' perceptions of the degree of authority/responsibility the principal has in each of the following areas:

- a) Curriculum
- b) Supervision of Teachers
- c) Supervision of Students
- d) Dealing with Student Offences
- e) Supervision of the Non-Teaching Staff
- f) Fiscal Affairs
- g) Scheduling

VII. There will be no significant difference among the three groups--pastors, principals, and teachers--as to how they perceive the hierarchy model for identifying the ideal structure of authority/responsibility in a Lutheran elementary school; and there will be no significant

difference in how these three groups perceive the hierarchy model for identifying the real structure of authority/responsibility functioning in their respective schools.

Operational Definitions

1. Wisconsin Synod - The Wisconsin Synod, officially the Wisconsin Evangelical Lutheran Synod, is an association of Christian congregations united by the bonds of a common creed for the purposes of helping one another and of achieving certain purposes which the congregations could not achieve individually.

2. Missouri Synod - The Missouri Synod, officially the Lutheran Church--Missouri Synod, is similar to the Wisconsin Synod in purpose, but yet is an entity. The Missouri Synod is older than the Wisconsin Synod and at one time was joined with the Wisconsin Synod. However, since 1961 the two have been split over doctrinal matters.

3. Pastor - The pastor is the spiritual shepherd of the congregation and is highly theologically trained to serve the spiritual needs of the congregation.

4. Principal - The principal is generally a teacher charged by the congregation with the responsibility for the daily operation of the school. Much of the literature for this study used teacher and principal interchangeably.

5. Public Ministry - Jesus Christ has commissioned His church to proclaim the Law and Gospel, and administer the

sacraments. He has given this command to all members of the church. But, that all things may be done decently and in order, certain trained individuals, such as pastors and teachers, are charged by individual congregations to exercise publicly in their behalf the functions belonging to the individual members, functions which the members originally have authority to do themselves.

6. The Call - The Call is the Godly act of supplying men to perform the public ministry. These men are trained for their calling and are led to various positions by the prayerful inviting of the congregation, which is acting through the belief that God is directing their judgements regarding which individuals they are to invite to their congregation. The Call states the obligations of the individual and the obligations of the congregation regarding that individual. The notion of a contract for pastors and teachers is foreign to the churches of the Wisconsin Synod.

7. Conflict - Conflict is the strong differences between individuals or groups which can lead to restrictions of communication, disruption of work flow, hard feelings, etc. It is generally, but not always, negatively valued by the organization.

8. Role Conflict - Role conflict is experienced by an individual when he receives mutually contradictory expectations for what he is to do while in the role.

9. Role Ambiguity - Role ambiguity is not so much a conflict situation, but rather is more of a confused situation. The individual in the role either does not know what to do while in the role, or does not know what others think of him while in the role.

Population to be Studied

The population of this study was all teachers, principals, and pastors of the congregations in the Michigan District of the Wisconsin Synod which operate their own elementary school, and in which a teacher functions as the principal. Not included are those few congregations in which the pastor functions also as principal. Part-time teachers are also included in this study if they teach in kindergarten or the grades, and spend at least half of each day in the classroom. Congregations meeting these criteria, and included in the Michigan District, are found in the states of Connecticut, Michigan, Ohio and Virginia. All eligible congregations are included in the test population. The totals for the various test groups are as follows:

Pastors	-	N	=	41
Principals	-	N	=	38
Teachers	-	N	=	103

Limitations of the Study

Results of this study will have direct application only to those congregations which are members of the Michigan

District of the Wisconsin Synod, and which operate elementary schools. Eliminated are congregations without an elementary school of their own, even though they may be assisting in the support of a sister congregation's school. The Lutheran high schools of the Michigan District are also excluded. Finally, schools of the District in which the pastor is also functioning as the principal are excluded.

The results of this study will pertain to the three groups tested--pastors, principals, and teachers--and will not be categorized by individual congregations. The many uncontrollable variables on the individual congregation level preclude the eliciting of significant results. The emphasis is on group perceptions, not the perceptions of individuals. The desired perceptions are centered about the involvement of the pastor and the principal in school administration, specifically concerning the following seven areas: curriculum, supervision of teachers, supervision of students, dealing with student offences, supervision of the non-teaching staff, fiscal affairs, and scheduling. The researcher was not concerned with any other area of congregational involvement where pastor and principal coexist. Additional relationships not covered by this study are those of pastor-teacher relationships and pastor-principal-school board relationships.

No effort was made to investigate or propose any methods of conflict resolution. In this study the author was attempting to identify areas where significant differences in group perceptions exist. The findings may, however, be useful in pointing out situations of potential conflict.

Study Significance

As one peruses the literature in education and educational administration, it becomes quite apparent that the private school sector has been relatively neglected. Bidwell makes a similar, but more general, observation:

The author has deliberately chosen ... to consider only public and elementary school systems. In part, this choice was forced by the almost complete absence of empirical research dealing with any other kind of school.²

In focusing attention more directly on the Wisconsin and Missouri Synods, the observation still holds true. But, although little has been written, one topic which has been considered in some depth is that of the Lutheran teacher and why he is leaving the teaching ministry (Mueller, 1964; Schmidt, 1972; Kirchhoff, 1976).³

Stephen Schmidt, in reference to Walter S. Merz, concluded that

Some leavers [people who left the teaching ranks of the Lutheran Church--Missouri Synod] reacted to the relationship with their pastor with apparent bitterness and resentment. Comments such as 'pastoral

²Charles E. Bidwell, "The School as a Formal Organization," in Handbook of Organizations, ed. James G. March (Chicago: Rand McNally College Publishing Company, 1965), p. 972.

³Arnold C. Mueller, The Ministry of the Lutheran Teacher: A Study to Determine the Position of the Lutheran Parish School Teacher Within the Public Ministry of the Church (St. Louis, Missouri: Concordia Publishing House, 1964); Stephen A. Schmidt, Powerless Pedagogues (River Forest, Illinois: Lutheran Education Association, 1972); W. James Kirchhoff, "A Comparison of Teacher Perceptions of the Leader Behavior of Principals in Operating Lutheran Elementary Schools with Principals in Recently Closed Lutheran Elementary Schools," (Ed. D. Dissertation, Northern Illinois University, 1976).

hypocrisy,' 'driven from the system by a pastor,' pastor 'set out to close' the school, pastor considered schools a 'necessary evil,' 'lack of support from pastor,' and the pastor was a 'complete ass,' appeared frequently enough to be considered more than just a reaction of a few soreheads.⁴

Examples could also be cited where the pastor left a particular congregation because of the lack of a harmonious relationship with the principal or the other teachers.

In personal correspondence with Dr. Bernard Lall, professor of educational administration at Andrews University, Berrien Springs, Michigan, he indicated the following:

I served as a consultant to five [Seventh-day Adventist] church school districts for a period of five years. One of the major problems these schools faced was the conflict between the church pastor and the church school principal.⁵

In considering the situation in the Wisconsin Synod, Krueger writes:

The relationship between pastors and teachers is a sensitive and provocative subject. There is no Solomon in our midst who can with a few words and a sharp command split the problem child asunder to expose the fraud and give each his due. That does not give us leave, however, to avoid the issue or skirt the field where the arrows fly. Neither can the settlement of the problem be left to the law of the jungle. The issue must be attacked directly, and the firing line must be faced out in the open. Nothing will be accomplished by hiding behind the bush of platitudes or ducking around the corner of generalities. A frontal attack with bared emotions and exposed egos is

⁴Walter S. Merz, "A Study of Dogmatism, Values, and Demographic Variables as They Affect Attrition of Male Teachers in Lutheran Elementary and Secondary Schools," (Ed. D. Dissertation, George Peabody College for Teachers, 1969), pp. 80-81, cited by Stephen A. Schmidt, Powerless Pedagogues (River Forest, Illinois: Lutheran Education Association, 1972), p. 123.

⁵Letter from Dr. Bernard Lall, Andrews University, Berrien Springs, Michigan, 15 February 1977.

the only kind of approach that can bring positive, constructive, wholesome results.... Such a spirit can help to cure professional myopia so that all concerned can see more clearly that in their calling there is no difference between pastors and teachers.⁶

For all too long in the Wisconsin Synod, the issue of this relationship has been avoided, hidden behind the "bush of platitudes," and placed "around the corner of generalities." The bulk of the literature in this area comes in the form of conference papers, papers generally written by pastors. There are two sides to the issue, but seemingly, one side has rarely been heard. Concerning the present study, reactions from teachers in the Wisconsin Synod have been similar to the following: "You have taken up a good topic," or "I think you are making an interesting study which should be of benefit to our Synod's schools."⁷ Reactions from pastors have been only spoken, and have been mixed to negative.

In a 1960 conference paper, William A. Kramer trumpeted the need for a clarification of the relationship between pastor and teacher when he wrote: "Since the pastor occupies a central position of leadership, and the teacher likewise a position of leadership, the relationship between the pastor and the teacher must be defined."⁸ Lassanske echoed the

⁶William Krueger, "The Basis for a Properly Balanced Relationship Between Pastors and Teachers," Unpublished Paper, p. 1.

⁷Letters from Henry Krenz, St. Paul's Lutheran School, New Ulm, Minnesota, 13 June 1977, and from Arthur J. Meier, em., Phoenix, Arizona, 19 July 1977.

⁸William A. Kramer, "The Lutheran Teacher as an Educational Leader," paper presented at Southern Nebraska District Teachers' Conference, 14 September 1960, William A. Kramer

notion by indicating that a "clarification of the role and function of the Lutheran elementary school principal is necessary...."⁹

Broadening the scope to any parochial school system, Lall has indicated that "[he does] not know of any study done in this specific area [role of pastors and principals in the church school]. In fact, you [the researcher] might provide valuable service to church school systems throughout North America."¹⁰ He concludes his letter by saying, "I am personally going to look forward to see the results of your study, for your study should provide significant help to churches operating schools throughout North America."¹¹

There is no doubt of the significance a study of this nature holds for the congregations of the Wisconsin Synod. On a broader scale it could provide insight for all parochial schools. The topic is of necessity rather broad. This is the initial step. It is the researcher's expectation that the insights gained herein will provide a point of departure for future research.

Papers, Box 1, Concordia Historical Institute, St. Louis, Missouri. (Typewritten)

⁹Roland R. Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," (Ph. D. dissertation, Claremont Graduate School, 1970), pp. 15-16.

¹⁰Lall, Personal letter.

¹¹Ibid.

Summary

The chapter began with an introduction stating the problem. Seven hypotheses were stated, followed by the seven research hypotheses in the null form. Following this was a list of nine pertinent definitions. The population of the study was considered, and it was indicated that the N of the three groups will be as follows: Pastors, N = 41; Principals, N = 38; Teachers, N = 103.

Limitations of the study were indicated, followed by the study significance. The study was indicated to be quite significant for the Wisconsin Synod, as this concerns a situation which is rarely considered. As regards the Synod, the situation is also being approached in a novel manner. Dr. Bernard Lall has given his opinion that this topic is capable of providing useful information to all parochial schools, not merely Lutheran schools.

CHAPTER II

BACKGROUND

Roles of Pastors and Teachers in the Early Lutheran Churches

There have been Lutheran churches in the United States since the mid-seventeenth century. Many of these churches also had schools. Historically, when the churches were begun, the pastor was expected to do everything. As congregations grew, the pastors needed help. Sometimes this assistance came in the form of individuals who taught in the church schools, thus relieving the pastor of also being a teacher. By the nineteenth century, more and more non-pastors were filling the classrooms of the Lutheran schools.¹ During these earlier days, the pastor was considered the authority in all spiritual matters; laymen made all material decisions. By contrast, the role of the teacher was not clearly defined.

Schools of the Missouri Synod, and thus indirectly schools of the Wisconsin Synod, trace their origins to the middle 1800's. In these churches, as in the Lutheran churches of an earlier era, the teaching and direct supervision of all educational agencies of the congregation was delegated to the

¹Earhardt Schultz, "The Teacher's Divine Call--Its Limitations and/or Scope," paper presented at Michigan District Teachers' Conference, St. Joseph, Michigan, 11 October 1973, p. 8. (Typewritten)

pastor. This supervisory role was assumed on behalf of the congregation, authority by transfer. As more and more teachers entered the congregation's schools, this situation tended to place the pastor in a position of dominance over the teacher, especially in matters regarding the school. Stephen Schmidt comments that this "... was the seedbed for discontent and teacher-pastor strife."²

Not all pastors of the Missouri Synod were relieved of their responsibilities, for as late as 1897 there were still 894 pastors included in the total teaching force of 1,675. The pattern still held that the pastor was responsible for the supervision of the school and thus the supervision of the teacher. This was even true though trained teachers were being employed in the school. The first volume of the professional journal of the schools of the Missouri Synod clarified this position as early as 1864, when the editor, Dr. J. P. C. Lindemann stated:

Dem Pastor gebührt eine Oberaufsicht über die ganze Schule, über Alles was in der Schule gelehrt und getrieben wird, nicht bloss über einzelne Theile des Unterrichts.³

(The pastor is responsible for the supervision of the entire school, of everything that is taught and done in the school, not just isolated parts of the program of instruction.)

²Stephen A. Schmidt, Powerless Pedagogues (River Forest, Illinois: Lutheran Education Association, 1973), pp. 50-51.

³Roland R. Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," (Ph. D. dissertation, Claremont Graduate School, 1970), pp. 15-16.

This position was reaffirmed in a paper presented to a teachers' conference of the Missouri Synod. This conference was held on August 5 and 6, 1868, at Addison, Illinois. The essayist stated his position in ten statements. One statement of significance is statement III, which reads:

Weil dem Prediger das offenliche Predigtamt an allen Seelen seinen Gemeinde, also auch an denen der Kinder, von Gott anvertraut ist, so liegt zuvörderst ihm auch die Sorge für christliche Schulen.⁴

(Because the preacher has been ordained by God to discharge the public ministry for all of his congregation, including the children, he also has responsibility for Christian schools.)

To this, Lassanske comments:

While the position stated here was generally the accepted position of the Missouri Synod regarding the role of the pastor in a school, there were many individuals who did not agree with this position. This resulted in considerable conflict and has remained so through the years.⁵

In the early decades of the church, there was no question about the teaching role of the pastor. Most calls insisted that the pastor teach as well as preach until a qualified schoolteacher could come to the parish. When teachers were appointed, the pastor then became the superintendent of the school. This role was adopted from the German fathers. The pastor was responsible for supervision of doctrine in the church and in the school. The teachers were examined by the pastor and employed only with the approval of the pastor.⁶

In these early years, as well as in the present time,

⁴Ibid., pp. 16-17.

⁵Ibid.

⁶Schmidt, Powerless Pedagogues, p. 32.

there was a lack of theological clarity concerning the status of teachers. Seemingly, teachers were "almost clergy, yet almost laymen." Schmidt speaks strongly that "... this lack of clarity ... was intentional for it tended to keep teachers in their places, auxiliary to the ordained clergy."⁷

C. F. W. Walther, an early president of the Missouri Synod, tried to introduce some clarity when he indicated that he saw no difference between the teaching of secular and religious subjects. Walther did not elevate the parish pastorate above the role of the parish teacher, nor did he view the teachers of secular subjects as subordinate to the teachers of theology. However, this view was not held by all members of the Missouri Synod clergy. Evidence seems to indicate that teaching became subordinate to preaching.

In an article by J. C. W. Lindemann, it is indicated that some pastors were threatened when they thought of allowing teachers to become members of the congregational ministry. In other words, teachers must remain beneath the pastor. Rev. Lindemann further implied that a movement was started to separate the parish schools from the congregations so as to allow the schools more independence. Lindemann's response to the members of this movement is that

All this cry for emancipation of the school from church, this public or private protesting against the inspection of the school by the pastor is nothing else than a variation of the theme: WE DON'T DESIRE TO HAVE CHRIST RULE OVER US.⁸ (Emphasis in text)

⁷Ibid., p. 5.

⁸Ibid., p. 51

Regarding the above comment, Schmidt would have his readers note the powerful use of theology to assert the position of the pastor in the parish. To resist the supervision of the pastor or parish was equated with resisting Christ--no doubt a great burden for the conscience of any parish teacher.

Concerning the position of teachers, the polity of the Synod produced an interesting compromise between "lay power" and "clergy power." C. F. W. Walther developed the following balance compromise: Only the clergy and laymen could vote, each group having the same number of votes. The teachers became advisory personnel, being neither lay nor clergy. The teachers remained silent, their silence symbolized by a lack of voting privilege.⁹ A. C. Mueller indicates the existence of documentary evidence indicating that teachers in Germany were classified as members of the clergy. In the writings of Luther and others, pastors and teachers are often placed side by side as "spiritual fathers."¹⁰

The German Lutherans who emigrated to the United States brought with them their system of schooling. This system was developed in Germany, over a span of many years. The schools were supervised by the local pastor who assumed authority as the representative of the state. The pastor was responsible for examining the teachers and inspecting the

⁹Ibid., p. 5.

¹⁰Arnold C. Mueller, The Ministry of the Lutheran Teacher (St. Louis, Missouri: Concordia Publishing House, 1964), p. 122.

heavily religious curriculum. Reflecting on the nineteenth century schools in Germany, Martin Schmidt indicates that

Had the church made its supervision of the schools a brotherly council; had the pastors restricted themselves to the supervision of the Christian doctrine, and allowed the teachers their independence in professional matters and methods; had the pastor met the teacher as a brother, and not as his foreman,--many a teacher would have been preserved for the Church.¹¹

A goodly amount of literature is preserved which documents some of the experiences of German Lutherans and other religious groups during their early years in Pennsylvania. These early German Lutherans developed an extensive system of parish schools. Often there were more schools than churches. The teachers of these schools were, following the European tradition, licensed to teach. The licensing was done by the pastor. The early teachers were considered ministers, or servants of the entire congregation. The teacher performed more duties than mere teaching, however, but whatever he did was under the direct supervision of the pastor.

The schools of these churches were handicapped by the lack of control by a central organization. Initially the administration of the schools was controlled by the congregation, with the pastor usually functioning as a supervisor. Generally, the pastor had complete charge of the teachers. In the event a teacher was unsatisfactory, the pastor advised the church council to remove him. Because the pastor was

¹¹Martin Schmidt, "Kirche und Schule, Pfarrer und Lehrer" (Church and School, Pastor and Teacher), Translator Unknown, Berlin, 21 May 1949, Stellhorn Papers, Box 46, Folder 4, Concordia Historical Institute, St. Louis, Missouri.

responsible for the education of the children, he frequently gave examinations to monitor the progress of the students. In school matters as well as church matters, the pastor was the director.¹²

The administration of the schools in Pennsylvania was comparatively simple since most congregations had one school and one teacher. The pastors, based on their academic training, were delegated the supervision of the school, as they were deemed better fitted for the work. At one time the training teachers received was the same that the pastors received. However, eventually the curriculum for teachers was curtailed, and Stephen Schmidt would indicate that this was intentionally done to elevate the pastor and thus "demote" the teacher.¹³ As early as 1760, the school regulations of the Reformed Church in Philadelphia indicated that the "... schoolmaster should regard the pastor as the principal superintendent of the school."¹⁴ The rules of this same school provided that the pastor and two members of the vestry should visit the school "on the first Monday of each month for the purpose of supervision."¹⁵

Regarding the role of the pastor as supervisor of the school, Martin Schmidt comments on the German experience.

¹²Charles L. Maurer, Early Lutheran Education in Pennsylvania (Philadelphia: Dorrance and Company, Inc., 1932), p. 256.

¹³Schmidt, Powerless Pedagogues, p. 5.

¹⁴Maurer, Early Lutheran Education in Pennsylvania, p. 257.

¹⁵*Ibid.*, pp. 257-258.

It is a fact that the relationship between pastors and Christian teachers has become better, healthier, and more brotherly since the abolition, in 1919, of pastoral supervision of the schools.¹⁶

The objection to pastoral supervision arises because of the seeming emphasis this places upon rank. It is interesting that among the evils which Martin Luther attacked concerning the Catholic Church was the church polity of the pope. As early as 1520, Martin Luther wrote:

It is an invention that pope, bishops, priests, monastery folks are called the spiritual order, princes, lords, artisans, and peasants the worldly station, which is indeed a fine comment and show. And yet no one should on that account be intimidated, and for this reason: all Christians are truly of the spiritual order, and there is no difference among them but on account of the office alone, as St. Paul says I Cor. 12:12 ff, that we are altogether one body, and yet every member has its own function, wherewith it serves the other.¹⁷

An underlying principle of the churches in the Missouri and Wisconsin Synods is that of congregational autonomy. This autonomy is carefully guarded and is at the same time both advantageous and detrimental. It is advantageous in that each congregation is free to conduct its affairs as it sees fit, without concerning itself with the affairs of other congregations. But, from the church worker's perspective it can be viewed as detrimental in that situations change as church workers move from one congregation to another. It also becomes most difficult to draw any generalizations on

¹⁶Schmidt, "Kirche und Schule, Pfarrer und Lehrer."

¹⁷Paul E. Kretzmann, Church Government and Church Offices in a Lutheran Congregation, Translation of doctrinal essay read before the meeting of the South Dakota District, 1928, St. Louis, Missouri, p. 7.

congregational practices as each congregation probably differs slightly.

In the early 1900's, most Lutheran schools were one-teacher schools. These schools had no need for an individual to occupy the position of "principal" as we know the term today. As some of these schools grew to multiple-teacher institutions, the congregation often appointed the uppergrade teacher as "head teacher." There was early resistance to the idea of a strong "principalship." It was commonly held that among Christians no staff member should be above any other in authority.¹⁸ Yet, this seems to conflict with the notion of pastoral supervision which had been, and at this time still was, in vogue.

For the schools of the Missouri and Wisconsin Synods, it was not until after World War I that the idea of establishing the office of principal gained any impetus. But, with the institution of the principalship, concern was expressed that this individual really be a leader, a guiding influence, as well as being the official representative of the school. At no time was the principal intended to be a dictator who gloried in giving orders and then insisted that others carry them out.

Again the notion of rank comes to the fore. Dr. Sihler, an individual not otherwise identified, is referred to by A. C. Stillhorn as saying that he (Sihler) denounced

¹⁸Edward J. Keuer, "The Lutheran Elementary School Principal," Board for Parish Education Bulletin #303 (Rev.), (St. Louis: Concordia Publishing House, 1965), p. 4.

the idea of ranking and expressed his gratitude over the fact that in our Synod we did not practice ranking.¹⁹ A. C. Mueller in The Ministry of the Lutheran Teacher stated that "Our church repudiates all domination in a hierarchial sense."²⁰ But, the paradox should be obvious. The Synod wishes to give no hint of ranking or hierarchial ordering, but yet to accomplish anything where individuals must work together as a group, someone must be responsible and at the lead.

This condition was apparently recognized as early as 1840, when in an unidentified church in St. Louis, "... it was resolved to make the pastor the supervisor of the school."²¹ It was then quickly added that in a congregation served by a pastor and one or more teachers, the pastor is primus inter pares (first among equals). This was true for two reasons: the scope of the pastor's call was deemed broader than that of the teacher's call, and in the early years of the Synod, the pastor was better trained academically than the teacher. A difficulty in this area today is that

¹⁹August C. Stellhorn, "The Lutheran Teacher's Position in the Ministry of the Congregation," Paper delivered to Educational Conference, Seward, Nebraska, 7-8 July 1949, Stellhorn Papers, Box 46, Folder 4, Concordia Historical Institute, St. Louis, p. 4.

²⁰Mueller, The Ministry of the Lutheran Teacher, pp. 148-149.

²¹August C. Stellhorn, Schools of the Lutheran Church--Missouri Synod (St. Louis: Concordia Publishing House, 1963), p. 85.

many principals hold graduate degrees, or at least possess some graduate training. Seemingly, then, the pastor is no longer better trained to administer the school. Often the principal's training is in the area of school administration. Compared to the Synod as a whole, this is even more true of the schools in the state of Michigan because requirements for certification demand a certain amount of graduate training for all teachers in the Wisconsin Synod.

Further complicating the area of supervision in a Lutheran elementary school is the fact that each congregation elects a board of education for the purpose of school supervision. Such a board is elected because it is impossible for the entire congregation to function directly in supervision. In his personal correspondence, Stellhorn indicates that schools are supervised by a board of education and the pastor.²² An anonymous monograph from the Missouri Synod indicates that regarding the board of education, the pastor is always a member and is generally the chairman of the group.²³

William Kramer would indicate that both the pastor and the principal are advisory members of the board of education. More specifically, the principal functions as the school's executive officer and the educational leader of the school and the congregation. He is the official representative of the

²²August C. Stellhorn, letter to Victor Cronk, La-Grange, Illinois, 17 June 1930, Stellhorn Papers, Box 2, File 24, #1064, Concordia Historical Institute, St. Louis.

²³"The Christian Day-School of the Lutheran Church." (No publisher, author, or date), pamphlet, Concordia Historical Institute, St. Louis, p. 4.

school and staff to the board, congregation, parents, public schools, and the general public. By contrast, the pastor is the overall spiritual leader of the congregation and school.²⁴ Seemingly, Kramer is advocating a split in school operation between spiritual matters and matters of a secular nature. The major complication with the board of education arises from the fact that there is rarely any clear-cut agreement as to how the lines of authority and cooperation should be drawn. It must be remembered that since each congregation is autonomous, the Synod cannot enter into the situation in any more than an advisory capacity.

Much confusion exists: A number of writers stress that the principal is directly responsible to the board of education and ultimately to the voters of the congregation (an example of such a writer is Martin Luebke, 1953). A chart of lines of authority and information which was developed by Krause (1963), places the pastor in a line of information and advisory contact with the principal, rather than in a line of authority over the principal. In contrast, Dr. A. L. Miller (1951) places the principal in a line of authority under the pastor.²⁵ In a conference paper delivered by Pastor Gerald Free, he implied that a hierarchial setting exists whereby the teacher falls under the direct supervision

²⁴William A. Kramer, "Lutheran Schools," Board for Parish Education Bulletin #301 (St. Louis: Concordia Publishing House, 1969), p. 6.

²⁵Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," p. 19.

of the pastor.²⁶ In Free's conception, a principal is not even specifically mentioned.

When considering the lines of authority in a school, it must be remembered that the ultimate authority for the church school resides in the congregation's voting assembly. When calling pastors, principals, or teachers to serve the congregation, the congregation does not relinquish its priestly rights as given the congregation in the Ministry of the Keys. Pastors, principals, and teachers remain servants whom the congregation has called to exercise publicly on behalf of the congregation, the functions which belong to the congregation, the members of the body of Jesus Christ.

Since the ministry belongs to the members of the congregation, the congregation defines the functions of the pastor's position, the principal's position, and the teacher's position, respectively, when they call these persons. Thus, regarding the relationship between pastors and principals, specifically, the question is not where the responsibility of one ends and the other begins. Rather, it must be recognized that the congregation details the responsibilities each is to carry out in the congregation's work, and that many times the responsibilities of each may overlap. It must also be remembered that the talents of the individuals will vary.²⁷

In many ways the pastor and principal are

²⁶Gerald Free, "The Pastor's Role in Regard to the Christian Day School," (Typewritten)

²⁷William A. Kramer, "The Ethics of the Lutheran Teacher," Board for Parish Education Bulletin #109, (St. Louis: Concordia Publishing House, 1963), p. 5.

co-responsible, and must therefore complement each other in their work. Generally the pastor will have a more thorough theological background and the principal a more thorough educational background. Each has different training because each has different tasks to perform.

The Concept of the Ministry

Each called worker--pastor, principal, or teacher--is working for the Church. Christ has given the Church but one work to do, and that is to preach the gospel. This is recorded in Matthew 28:19-20 (KJV), "Go ye therefore, and teach all nations, baptizing them in the name of the Father, and of the Son, and of the Holy Ghost: Teaching them to observe all things whatsoever I have commanded you:". This work of preaching the gospel is referred to by the Church as an office or ministry. This particular office has been given to the Church, therefore to all Christians. Yet, from the beginning, God has appointed certain men to discharge publicly the duties of the ministry. These men are the pastors and male teachers.

Early in the history of the Missouri Synod, President C. F. W. Walther, when speaking of the concept of "the ministry," indicated that "The ministry is the highest office in the Church, from which as its stem, all other offices of the Church issue."²⁸ Much confusion has resulted from this

²⁸William Krueger, "The Basis for a Properly Balanced Relationship Between Pastors and Teachers," Part II, p. 1. (Typewritten)

statement. Krueger summarizes the confusion with the following:

If Walther meant that the ministry ... embraces the entire ministry as long as there is only a pastor serving a congregation and that all other offices as they are added are a part of this same ministry which the pastor once fulfilled alone, there can be no argument with him. If he spoke of the ministry ... as the public ministry in general according to the great commission given to the Holy Christian Church, his statement is sound. However, if he meant, as his statement is frequently interpreted, to equate ministry and pastorate, as seems to be indicated by his reference to 'other offices' and the impression given in other theses ('The holy ministry, or the pastoral office is ...') of the same treatise, he would make the teacher's office a subsidiary or subordinate ... dependent upon the pastorate. This interpretation is misleading. The truth of the matter is that both the pastorate and the teacher's office stem from the general public ministry.²⁹

Mueller indicates that the confusion concerning the ministry was the result of holding two views of the ministry which are mutually exclusive.

According to one view, the pastorate is the one divinely instituted office; all other positions in the ministry are auxiliary offices to the pastorate. According to the other view, which I believe is the Biblical one, God has instituted the office of the all-embracing public ministry, that is, He has commissioned His church to proclaim the Law and the Gospel and administer the sacraments, but He has not prescribed the forms in which the church is to carry out the commission. All forms of the ministry, including the pastorate, stem from the one divinely instituted and all-embracing office of the ministry.³⁰

Following is a statement by Dr. Wolbrecht, then a professor at a Missouri Synod teachers' college. This statement was recorded in One Hundred Years of Christian Education.

There were some who said that the school was the teacher's business, and the teacher's business only. But the church

²⁹Ibid.

³⁰Arnold C. Mueller, "For or Against Ordination: A Reaction," Lutheran Education 104 (September 1968): 17-18.

... never agreed to that, but always said that the congregation, particularly through the pastor, had a vital interest in what was going on in the schoolroom.... The principle was frequently enunciated ... that the school-teacher in a congregation really cannot take any other position than helper to the pastor.³¹

Merkens reports that "The male Christian day-school teacher in the Missouri Synod is regarded as a minister of religion, assistant to the pastor."³² In a particularly bitter expose of this topic, Stephen Schmidt indicates:

Consistently teachers have been reminded that they were 'auxiliary' members of the ministry. Their ministry was an extension of the pastor's office--always optional. The clerics repeated that rhetoric over and over, sometimes adding comfort for the lowly teacher: 'May God give and maintain for His Church teachers who are content with their office.'

The incessant reminders from the clergy that their office was 'lower', 'less than', 'under', 'auxiliary to' the pastor's 'more holy office', 'highest office', could only undermine the professional dignity of the teacher. As a group within the church, teachers did, in fact, develop the professional inferiority complex so often mentioned in the literature.³³

As late as 1945, a president of a Missouri Synod teacher training college "issued a statement clearly defining the office of the teacher as 'auxiliary' to the pastorate. The teacher was not a clergyman, but rather a 'minister of religion'."³⁴

³¹Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," p. 17.

³²Albert G. Merkens, "The Policies of the Evangelical Lutheran Synod of Missouri, Ohio, and Other States with Regard to Elementary Education by Means of Christian Day-Schools," (St. Louis: Concordia Publishing House, 1935), p. 40.

³³Schmidt, Powerless Pedagogues, p. 61.

³⁴Ibid.

A. C. Stellhorn indicates that the Missouri Synod classifies teachers in Washington as "Ministers of Religion," but yet the Synod objects to the use of the term in such documents as the Diploma of Vocation, that document which includes the teacher's call. Nonetheless, the Missouri Synod indicates that it has called its male teachers "Ministers of Religion" not only in times of war, but even as far back as 1897.³⁵ In 1897, Speckhard quotes the Synodalhandbuck Seite as saying, "In our Synod we certainly do not want secular school-teachers, but our teachers shall be ministers of the church who devote all their efforts solely to the church."³⁶ (Emphasis in text)

During times of compulsory military training, the United States government officially recognized two colleges of the Missouri Synod as theological institutions because these schools prepared teachers, and the male teacher was preparing to assume a part of the ministry of the church. The Missouri Synod concurs with the United States government in granting that distinction to its male teachers. Likewise the Wisconsin Synod indicates that it, too, recognizes its male teachers as "regular ministers of religion."

Of this issue Elmer Foelber concludes,

To speak of one kind of ministry within the all-embracing office of the public ministry as the theologically

³⁵Stellhorn, "The Lutheran Teacher's Position in the Ministry of the Congregation," p. 3.

³⁶W. E. Homann, et. al., "Preliminary Report of Committee on Status of Parochial School Teacher," Stellhorn Papers, Box 34, Folder 14, Concordia Historical Institute, St. Louis, p. 2.

highest forces one to think of the other kinds as lower, still lower, lowest, and creates a caste situation for which there is no Scriptural warrant. Perhaps the term highest may be necessary from the administrative point of view, but even here the Biblical stress on humility and equality would suggest nonuse of it.³⁷

In essence, there is only one public ministry which God has instituted. It must be recognized, however, that this ministry may assume various forms as the circumstance demands. The statement was made that "The 'office of the ministry', the incumbent of which is known as 'pastor,' is divinely instituted."³⁸ To this Stellhorn indicated that the "office of the ministry" was given to the Church. The Church calls the pastor to publicly proclaim the office in the Church's stead. The pastorate "is not divinely instituted."³⁹ In another publication, Stellhorn says, "It is clear from the Holy Scriptures that the Lord had established the public ministry, but it is also clear that this ministry embraces more than the pastorate."⁴⁰

If one were attempting in any way to define the pastorate, Stellhorn would indicate that the following should be avoided:

- 1) [The error] that all other church positions or offices stem from the pastorate, and are 'auxiliary offices' of the pastorate. The fact is that all church offices

³⁷Mueller, "For or Against Ordination: A Reaction," p. 19.

³⁸Homann, et. al., "Preliminary Report of Committee on Status of Parochial School Teacher," p. 1.

³⁹Ibid.

⁴⁰Stellhorn, Schools of the Lutheran Church--Missouri Synod, p. 461.

stem from, and flow out of, the commission of Christ to teach and preach the Word.

2) That the pastor's supervision of the teacher is prescribed in Scripture, and is more than a natural of the pastorate or a provision of his and the teacher's call.

3) That the pastor holds the whole office of the congregation's public ministry, and that all other offices created by the congregation are 'only auxiliary offices of the pastorate.'⁴¹

The teacher's office, and therefore the principal's office also, is a branch of the public ministry, but is not another pastorate. Neither is it a part of the pastorate. It, just like the pastorate, is a part of the ministry. It is a separate part which like the pastorate is responsible to the congregation. Since the pastor and the teacher do not serve the same functions in the congregation, their offices are not interchangeable. Historically both functions were performed by one person, and even today there is certain overlapping of functions. But, they are separate nonetheless, with each still serving as a minister of the gospel.

To visualize the foregoing, the picture of a tree may be used.⁴² At the base of the tree is the public ministry as given to the congregation through the Ministry of the Keys. Various branches represent various parts or divisions in the public ministry. One branch might be labeled "pastorate," a second branch labeled "teachers," a third "Synod," etc. (See Figure 1)

⁴¹Stellhorn, "The Lutheran Teacher's Position in the Ministry of the Congregation," pp. 11-12.

⁴²Mueller, The Ministry of the Lutheran Teacher, pp. 9-10.

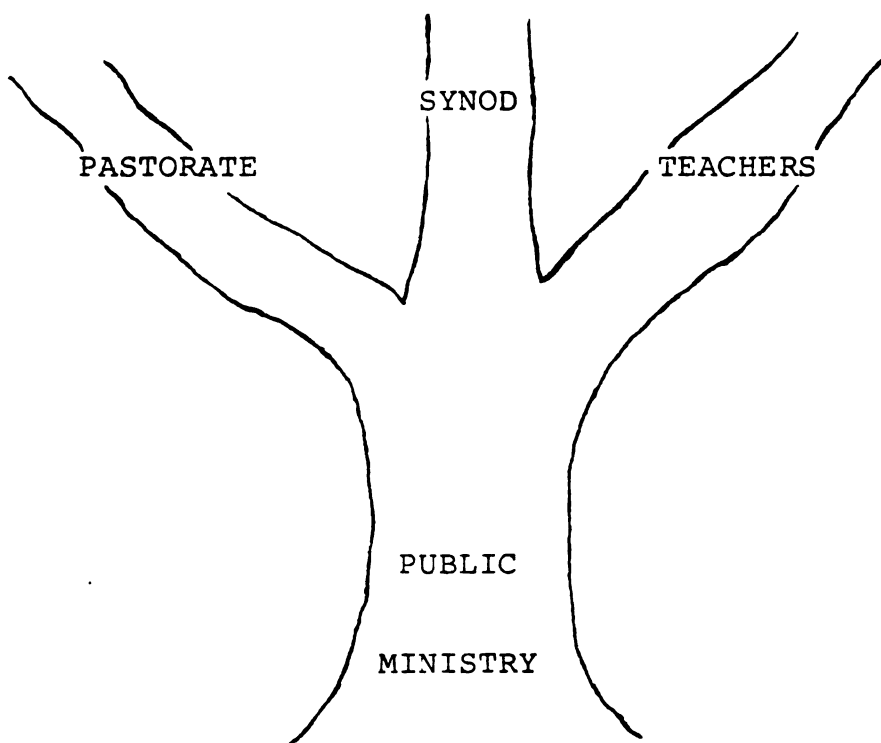


FIGURE 1. The Public Ministry

The manner in which the public ministry is carried out and the offices which are instituted to implement the Great Commission are arbitrary. The church may discontinue the position of professor, or teacher, or Sunday school superintendent, etc. But, it may also discontinue the position of the pastor. The only thing which cannot be discontinued is the preaching and teaching of the Word. The external forms the church wishes to use have been left to the discretion of the congregations.

In writing the book, The Ministry of the Lutheran Teacher, the ministry of the Lutheran teacher is addressed by one who in his career has been both a teacher and a pastor.

Due to holding both positions during his active church-working career, A. C. Mueller provides an account colored by some of the biases innate to both groups. In speaking of his book, Mueller indicates:

The burden of my book is that the pastorate is not the highest office in the church. The highest office is the preaching and teaching of the Word; all who receive a call from the church participate in this highest function.⁴³

David Toven, in referring to Mueller's book, indicates that the book

... clearly placed the ministry of the teacher in its proper perspective as one facet of the total public ministry. It offered Scriptural and historical support for the concept that the office of the teacher is supplemental and not subordinate to the office of pastor. Above all, it underscored the fact that both pastors and teachers are servants called by congregations to exercise publicly in their behalf the functions belonging to the members, functions which they originally have authority to do themselves.⁴⁴

In regard to the status of the called male teacher, Richard Osing is of the opinion that "the status of the called male teacher in many congregations is dependent on the pastor's attitude toward him as reflected in the opportunities for ministry that the pastor opens up to him."⁴⁵ Many teachers give a great deal of time to such church activities as Sunday school, representative boards, and the like; but

⁴³Mueller, "For or Against Ordination: A Reaction," p. 20.

⁴⁴Richard P. Sauer, et. al., "The Changing Status of the Lutheran Teacher," Lutheran Education 103 (January 1968): 232.

⁴⁵Richard A. Osing, "The Case for Ordination," Lutheran Education 103 (March 1968): 350.

yet Osing contends that "when the teacher functions in these other areas he is frequently considered to be and is treated as a layman."⁴⁶

Thus, it should be obvious that a complete and up-to-date statement on the status of the teacher is in order. In addition to the above, it is also the case that old documents which did treat the subject are not easily accessible, and that the thinking of some regarding this topic has become confused.

The Concept of Ordination

When considering the relations between pastors and teachers, the question of ordination often arises. It is often asserted that the ordination of a pastor is an *adiaphoron*, something which is customary in the church, however not commanded by Scripture. Therefore, ordination in the Lutheran church can only be considered as a solemn confirmation of the call. Yet, many laymen seem to have the impression that ordination is somehow special and more meaningful than the call. Ordination is not commanded, nor is any particular form of induction into this office prescribed by Scriptures.

Historically it seems that the notion of ordination originated in the United States with the German Lutherans. It is understandable that when the German Lutherans came to the United States, they brought with them their German

⁴⁶Ibid., p. 348.

experiences, one of which involved ordination. In Europe only the bishop could ordain. Since the time of the Reformation, "schoolmasters" were considered members of the clergy, but were not ordained. This distinction was carried into the pattern of the Missouri Synod, where the pastor was thought of as having the one highest office of the public ministry. It thus followed that the office of the teacher, or any other office other than pastor, was only an auxiliary or branch of the one highest office--the pastorate. With this view, it was understandable that only the pastor was ordained.

Osing indicates that the official position of the Missouri Synod does not claim divine institution for ordination.⁴⁷ The Wisconsin Synod is in agreement with the Missouri Synod regarding ordination. Ordination is not a divine institution or ordinance, but a church rite. It is referred to in the Bible, but is not commanded by Scripture. Ordination, therefore, is classed among adiaphora. It is the call, not ordination, which makes a person a minister (Laetsch, 1947; Mueller, 1955; Schuetze and Habeck, 1974).⁴⁸

A. C. Mueller touches on the subject of ordination in his book and indicates his belief that ordination is an adiaphoron. He also indicates that since ordination is an adiaphoron, then male teachers as well as pastors could be

⁴⁷Ibid., p. 346.

⁴⁸Theodore Laetsch, ed., The Abiding Word, Vol.2., (St. Louis: Concordia Publishing House, 1947), pp. 489-492; John T. Mueller, Christian Dogmatics (St. Louis: Concordia Publishing House, 1955), pp. 574-576; Armin Schuetze and Irwin Habeck, The Shepherd Under Christ, (Milwaukee: Northwestern Publishing House, 1974), pp. 49-50.

ordained. Before the final revision of his book, Mueller made available a basic outline of his book. This outline was in the form of an essay. Each recipient of a copy of the essay was requested to "'criticize and, if possible, refute [Mueller's] thesis by citing Scripture to the contrary.'"⁴⁹ Of this Mueller indicates the following: "In compliance with my request, a number of pastors and teachers submitted criticisms [of Mueller's stance on ordination], but no one was able to furnish Scriptural evidence 'to the contrary'."⁵⁰

Mentioned above was the fact that the United States government views teachers as ministers of the gospel. An obvious paradox exists in that the government views a minister of the gospel as an ordained person. But teachers, ministers of the gospel, are not ordained. If the Lutheran church did not recognize the truth that a teacher's first installation is tantamount to ordination, the church would simply have been deceiving the government.

The ordination of male teachers is not commanded in Scriptures--but neither is the ordination of pastors. However, neither ordination is anti-Scriptural. The Convention Yearbook of the 1973 Convention of the Lutheran Church-Missouri Synod, held in New Orleans, contains the following relative to the ordination of male teachers:

Since called male teachers in the Lutheran Church--
Missouri Synod are called to perform certain functions

⁴⁹Mueller, "For or Against Ordination: A Reaction," p. 17.

⁵⁰Ibid.

of the Ministry, and are considered clergy, and since, moreover, ordination is an adiaphoron, that is, a custom of the church not divinely commanded, there are no Biblical or theological reasons why teachers could not be ordained to perform that function of the Ministry to which they are called.⁵¹

The "Call"

To this point the teachers have been referred to as being "called." This is a reference to the method by which male teachers, as well as pastors, are employed by the various congregations. Male teachers of the Lutheran church are not simply employed by a congregation, they are extended a "call." A call is extended by a congregation of Christians in the firm belief that they are doing the Lord's will by trying to place church workers into the location in which God wants them to work. It is firmly believed in the Lutheran church that the concept of the "call" is entirely in harmony with Scripture. The first recorded instance of a teacher receiving a call was in 1840. The teacher's call is not nearly as broad as that of the pastor, yet the teacher, too, is a public "pastor" or shepherd of God's congregation in the true sense of the word.

As indicated above, the congregation is the possessor of the Ministry of the Keys, and it is left to the discretion of the congregation how it wishes to execute the

⁵¹Al H. Senske, "Ordination of Teachers: Anti-Scriptural?" Board for Parish Education Bulletins 331-332, St. Louis, 1975, p. 31, citing "The Ministry in Its Relation to the Christian Church," Convention Yearbook, 1973 Convention of the Lutheran Church--Missouri Synod, New Orleans, Louisiana.

responsibilities and privileges of the Ministry of the Keys. It then follows that when a congregation calls a teacher, it determines the responsibilities of the new teacher and also commits a part of the parish ministry to the teacher.

The pastor, meanwhile, continues to serve as pastor, performing what we commonly understand to be pastoral functions. But the male teacher also classifies as a servant of the Word. If he is a servant of the Word, he, too, bears a responsibility toward the entire congregation, not solely toward the children under his spiritual care or the children and their parents. This does not mean that the teacher performs functions belonging to the pastor's ministry, or vice versa.

The Uncertainty of the Pastor-Principal Relationship⁵²

The uncertainty of the relationship between the positions of pastor and principal has caused many people to do some serious thinking. Some have even indicated that this lack of clarity has led to numerous instances of open conflict between the pastor and the principal. Others indicate that this lack of clarity has led the laity to look toward principals as being less than the pastor in the work of the

⁵²It should be remembered that much of the literature uses Teacher and Principal interchangeably. Hereafter in this chapter, attention will focus upon the principal as opposed to the teacher, and whenever the term teacher is used, the notion of the principal should be carried with it.

church.

Early in the history of the Wisconsin Synod, there were significant differences in the academic preparation of pastors and teachers. At one time teachers were permitted to teach after completing only two years of training. With this being the case, one could hardly expect the teacher to have equal status with the clergy in the eyes of the laity or the clergy. Today, however, there no longer exists a poorly trained teaching force. The teachers, and thus the principals, of today have a bachelor's degree, and, with the stringent certification requirements imposed upon teachers in the state of Michigan, many teachers in the State of Michigan either have or are in the process of acquiring a graduate degree.

Speaking directly of the relationship between pastors and principals, the question needs to be raised as to whether the uncertainty of situations involving the status of principals and the elements of authority/responsibility in a Lutheran school may be causing the principals to question their profession. Dr. Martin Schmidt, a professor of Church History at the Kirchliche Hochschule, Berlin-Zehlendorf, gives it as his considered opinion that during the nineteenth century, ill treatment of teachers by the church in Germany first alienated the teachers, then deprived youth of Christian instruction in the schools.⁵³

⁵³Stellhorn, "The Lutheran Teacher's Position in the Ministry of the Congregation," p. 2.

Research into the attrition of male teachers in the Missouri Synod was conducted by Walter Merz. Of this research, Merz indicates the following:

Some leavers [people who left the teaching ranks of the Lutheran Church--Missouri Synod] reacted to the relationship with their pastor with apparent bitterness and resentment. Comments such as 'pastoral hypocrisy,' 'driven from the system by a pastor,' pastor 'set out to close' the school, pastor considered schools a 'necessary evil,' 'lack of support from pastor,' and the pastor was a 'complete ass,' appeared frequently enough to be considered more than just a reaction of a few soreheads.⁵⁴

In a paper of unknown date delivered by William Krueger, he indicates his perception that a problem does indeed exist between pastors and teachers (principals). Of the relationship between pastors and teachers, Krueger says the following:

The relationship between pastors and teachers is a sensitive and provocative subject. There is no Solomon in our midst who can with a few words and a sharp command split the problem child asunder to expose the fraud and give each his due. That does not give us leave, however, to avoid the issue or skirt the field where the arrows fly. Neither can the settlement of the problem be left to the law of the jungle. The issue must be attacked directly, and the firing line must be faced out in the open. Nothing will be accomplished by hiding behind the bush of platitudes or ducking around the corner of generalities. A frontal attack with bared emotions and exposed egos is the only kind of approach that can bring positive, constructive, wholesome results.

Such a spirit can help to cure professional myopia so that all concerned can see more clearly that in their

⁵⁴Walter S. Merz, "A Study of Dogmatism, Values, and Demographic Variables as They Affect Attrition of Male Teachers in Lutheran Elementary and Secondary Schools," (Ed. D. Dissertation, George Peabody College for Teachers, 1969), pp. 80-81, cited by Stephen A. Schmidt, Powerless Pedagogues (River Forest, Illinois: Lutheran Education Association, 1972), p. 123.

calling there is no difference between pastors and teachers.⁵⁵

Regarding the relationship between pastors and principals, the stance must be taken that since both Lutheran principals and Lutheran pastors are "called servants of the Word," there is a shared responsibility wherever pastors and principals are brought together in the work of a given congregation. It is necessary for the congregations to define the several tasks or responsibilities of the pastor and principal, allow these individuals to perform their responsibilities, and support them in their performance of these assigned functions.

Defining the roles of pastors and principals seems to be a situation which causes grief in more situations than just the Lutheran church. Dr. Bernard Lall of Andrews University indicated that the problem existed in his church, the Seventh-day Adventist Church, when he said:

I served as a consultant to five church school districts for a period of five years. One of the major problems these schools faced was the conflict between the church pastor and the church school principal.⁵⁶

Summary

The intent of this chapter was to provide sufficient background to the situation under discussion. The early history of the Missouri Synod was considered first. The history of the Missouri Synod is significant because of the

⁵⁵Krueger, "The Basis for a Properly Balanced Relationship Between Pastors and Teachers," Part I, p. 1.

⁵⁶Bernard Lall, personal letter, 15 February 1977.

close association of the Wisconsin and Missouri Synods prior to 1961, and the realization that the Missouri Synod provided leadership to the Wisconsin Synod until that time. The problems and concerns of the Missouri Synod are very similar to those of the Wisconsin Synod. Certain aspects of congregational structure were discussed with emphasis being placed on the concept of the office of the ministry and auxiliary offices. The ordination of male teachers was considered, as was the doctrine of the "call." In the final portion of the chapter, the author spoke of the relationship between pastors and principals. It was pointed out that the situation existing in the Wisconsin Synod is similar to that in the Missouri Synod as well as to denominations other than Lutheran.

CHAPTER III

REVIEW OF THE LITERATURE

Organization Theory

Whenever it is necessary to coordinate the efforts of a group of people so as to effect certain predetermined goals, some form of organization is required. Of necessity, then, organizations have a structure whereby one member's tasks and/or responsibilities are related to another's. Coordination is to be provided by management, which, too, is a necessary activity within any organization. With human beings being what they are, it would be hard for one to conceive of any organization being totally free of conflict.

The literature in which is discussed the field of management contains much concerning hierarchial role conflicts, but, unfortunately, very little involving conflicts between two or more organization members equal in authority. Also, there is little information discussing the conflicts which can result when one worker is responsible to two or more superiors. One possible explanation for this lack of information might lie in the emphasis which has traditionally been placed upon the bureaucratic structure as an organizational structure. Cartwright offers a summary of the bureaucratic system as put forth by Weber, Fayol, and others, when

he writes:

Theorists writing in this tradition assume that an organization has a primary objective.... To reach this objective, subgoals must be established and specific means chosen for their attainment. This, in turn, requires a differentiation into specialized tasks which must be carried out dependably in a coordinated manner. Tasks are combined into positions ... and individuals are assigned to these. Each position has a formal or informal job description which specifies what the occupant of the position is supposed to do and how he is supposed to do it. To give further assurance that the system will work properly, rules, regulations, and policies are promulgated as guides to the behavior of the participants. Finally, a control mechanism is established whereby the various positions are linked together by a chain of command so that the authority and responsibility of each position is unambiguous.¹

Massie introduces the possibility of conflict within the bureaucratic structure when he indicates that "unless clear limits to jobs are defined and enforced, members will tend to be confused and to trespass on the domains of others."²

Knezevich contends that virtually no organization can function without some hierarchy of authority.³ The heart of the classical theory contains the idea of hierarchy. In the theory, this is often referred to as the scalar principle (Knezevich, 1969; Massie, 1958). This concept gives a vertical dimension to an organization in that it suggests that every organization consists of gradations of authority.

¹Dorwin Cartwright, "Influences, Leadership, Control," in Handbook of Organizations, ed. James G. March (Chicago: Rand McNally College Publishing Company, 1965), pp. 1-2.

²Joseph L. Massie, "Management Theory," in Handbook of Organizations, ed. James G. March (Chicago: Rand McNally College Publishing Company, 1965), p. 405.

³Stephen J. Knezevich, Administration of Public Education, (New York: Harper and Row, Publishers, 1969), p. 44.

Massie states this same principle in a slightly different manner when he indicates that "Authority and responsibility should flow in a clear unbroken line from the highest executive to the lowest operative."⁴

It is well known that Max Weber did extensive work in the area of bureaucracies, or what is otherwise known as the classical theory of organizing. In addition to Weber, the work of Henri Fayol ought not to be overlooked. Fayol believed there were administrative functions common to all types of organizations. He classified the five elements as planning, organization, command, coordination, and control.

In addition to these five elements of administration, Fayol identified fourteen (14) principles of management. Knezevich summarized these fourteen principles, and some of the germane principles are summarized as follows:

- 1) Authority
- 2) Unity of Command - An employee should receive orders from one superior only.
- 3) Unity of Direction - One leader and one plan for a given group of objectives.
- 4) Scalar Chain - A line of command or flow of authority.⁵

Regarding this study, Fayol's Unity of Command principle deserves special consideration. Massie indicates that the original version of this principle was stated simply and without qualification; "No member of an organization should

⁴Massie, "Management Theory," p. 396.

⁵Knezevich, Administration of Public Education, p. 39.

receive orders from more than one superior."⁶ In small, uncomplicated organizations this idea appeals to common sense. Obviously, it would tend to prevent confusion in the minds of subordinates. However, regardless of organizational size, it is quite apparent that influences are going to be exerted from many quarters. Scientific managers, those who stress specialization, lend assistance over this hump when they add the notion that no member of an organization should report to more than one superior on any single function.

This restatement provides for specialization, but does not provide an answer when confusion results from two functional superiors giving a worker conflicting instructions. A further qualification would add that there should always be a designated single position, the orders from which the subordinate is expected to obey under all circumstances. It can readily be seen that an elaborate organizational structure is being designed if the above is to be implemented.

Quite possibly one of the reasons Fayol stressed the unity of command was in direct response to Frederick W. Taylor's idea of functional foremanship. Taylor would have each employee be supervised by as many as eight different foremen, each foreman holding specific, distinct responsibilities. As a critic of Taylor, Fayol believed the functional foremanship concept flagrantly violated the idea that a worker should receive orders from one superior. However, referring to the hybrid theory which combined elements from

⁶Massie, "Management Theory." p. 397.

the scientific managers with those from the classicists, if the command is topic specific, or relevant to only one function, then Taylor and Fayol really did not disagree.

In the present age of specialization, joint command or dual supervision need not pose insurmountable problems. In education it can readily be seen, in that often a teacher will look to a department head for technical assistance in the specific field, but look to the principal for all other general administrative direction.

Another frequently discussed concept in classical literature is the idea of the span of control for any manager. Several sources (Knezevich, 1969; Massie, 1958) indicate that the number of subordinates reporting to a superior should be limited. The rule could be stated that the more workers reporting to a superior, the less likely is the superior going to be able to supervise them effectively. Knezevich reports six factors influencing the optimum number of subordinates reporting to a superior while still allowing the manager to maintain proper supervision. Two of these factors are germane here:

- 1) Time available by the executive for supervision.
- 2) Other duties of the executive.⁷

A summary of the classical theory should not conclude without considering some of the advantages of the theory. Bell writes:

The advantages of bureaucracies far outweigh their disadvantages. Moreover, no other presently known form of

⁷Knezevich, Administration of Public Education, p. 46.

social organization is capable of coordinating and integrating the high degree of specialization required to support our way of life.⁸

Also, Owens indicates four advantages:

When functioning properly, a bureaucracy gives us four advantages:

- 1) Bureaucracy is efficient. Service is systematic and uniform.
- 2) Bureaucracy is predictable. Rules are written and explicit. The hierarchical status of roles, and their authority, is clear.
- 3) Bureaucracy is impersonal. Rules and procedures are applied in an unbiased and fair way.
- 4) Bureaucracy is fast. Uniform rules are impartially applied to process thousands of cases quickly.⁹

One further consideration important to this research would be March and Simon's observation that "communication is easy along the lines of the formal hierarchy."¹⁰

There also exist major weaknesses of the bureaucratic system. Massie indicates that these major weaknesses involve the scalar principle. The criticisms engendered by this concentrate on the problems which develop when hierarchical relationships are emphasized to the possible exclusion of the many types of relationships which are ignored by this

⁸E. H. Bell, Social Foundations of Human Behavior, (New York: Harper & Row, 1961), p. 317, cited by Harold W. Boles and James A. Davenport, Introduction to Educational Leadership, (New York: Harper & Row, 1975), p. 69.

⁹Robert G. Owens, Organizational Behavior in Schools, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1970), p. 60.

¹⁰James G. March and Herbert A. Simon, Organizations, (New York: John Wiley and Sons, 1958), p. 28.

"simple line and box organization chart."¹¹

More recent administrative theories or models can be collectively referred to as the social-systems models. These models have been developed to meet the stated weakness of the classical theory. These newer models take the emphasis away from the organization and lay it upon the individual. Social-systems models are strongly humanistic and view the organization as a collection of human efforts and behaviors organized to promote the attainment of specific goals. Models constructed by Getzels and Guba, Parsons, and Argyris are of this type. Of note concerning the Getzels and Guba model is that their model suggests the possibility of role conflicts.

Regardless of which one of the three general theories--classical, scientific, or social-systems--that might be investigated, there are general concepts which are innate to each. Among these are the following: Authority, Power, Rules, and Leadership. These four concepts will be considered briefly, in so far as they are germane to this study.

Authority

When one considers authority, the name of Max Weber comes quickly to mind. In his consideration of authority, Weber distinguished three types: Traditional, Charismatic, and Legal. Hall offers a good summary of these types of authority when he writes the following:

¹¹Massie, "Management Theory," p. 396.

- 1) Traditional Authority is based on the belief in the established traditional order and is best exemplified by operating monarchies. Vestiges of this form can be found in organizations in which the founder or a dominant figure is still present.
- 2) Charismatic Authority stems from devotion to a particular power holder and is based on his personal characteristics.
- 3) Legal Authority is the type of most power relationships in modern organizations; it is based on a belief in the right of those in higher offices to have power over subordinates.¹²

When considering a school building as the specific organization in question, a typical school is essentially bureaucratic. A chief characteristic of a school is that it is a hierarchy of authority, with the authority flowing from the top to the bottom. The top of the school hierarchy would generally be the principal, the one held accountable for the operation of the school. It follows quite logically then, that the authority granted should be equal to the responsibility. It is unreasonable to hold a person accountable for results of actions he is not permitted to guide according to his own best judgements.

Power

Closely akin to authority is the concept of power. Power should be considered as the quality of real control that is possessed by some individual or individuals. The person

¹²Richard H. Hall, Organizations: Structure and Process, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1972), pp. 207-208.

in authority may not necessarily hold the power; the one with the power may hold no key position of authority.

Power concerns the relationship between two or more actors in which the behavior of one is controlled or at least affected by the other. Common sense would indicate that the power concept is important to the operation of any organization. The distribution of power has significant consequences for the performance of an organization and the behavior of its members.

Etzioni speaks of power as it is used as a means of control. He would contend that the means of control which can be applied by an organization can be classified into three analytical categories: physical, material, or symbolic. Control based on the application of physical means is ascribed as coercive power. Material rewards consist of goods and services. The use of goods and services--material rewards--constitutes utilitarian power. Symbols--love, esteem, prestige, etc.--when used for control purposes are referred to as normative power, normative-social power, or social power. Normative power is used by higher ranking workers to control the lower ranks directly. Normative-social power is used indirectly when the higher ranking worker appeals to the peer group of a subordinate to control the subordinate. Social power is the power peers exercise over one another. Most organizations will generally employ more than one kind of power.¹³

¹³Amitai Etzioni, Modern Organizations, (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964), pp. 59-60.

Rules

Ideally a bureaucracy is designed to eliminate all uncertainty as to who is in control and who reports to whom. To gain and maintain bureaucratic control, various rules are required. In an ideal situation with a well-trained staff, the need for extensive rules and policies in order to maintain control is greatly reduced. It is quite apparent that rules cannot be so devised as to unequivocally specify and regulate all behavior as well as eliminate all arbitrariness. Areas of uncertainty will still emerge which will constitute the focal points about which conflicts may gather.

In considering the effects of rules on an organization, Gouldner has developed the model given in Figure 2. Among other things, the Gouldner model would suggest that an intentional result of the use of rules is to reduce the visibility of any power relationship. Decreasing the "man in charge" situation results from the condition that using general and impersonal rules eliminates the leader's having to constantly respond to questions relative to organizational functioning.

If it is possible to diminish or even do away with the continual need to make decisions or rulings, it could be expected that consistency would be more evident and interpersonal tensions should decrease. No longer would the worker continually need to face or be reminded of the man in charge. Of additional significance in the Gouldner model is the presence of unintended or unanticipated results. Although

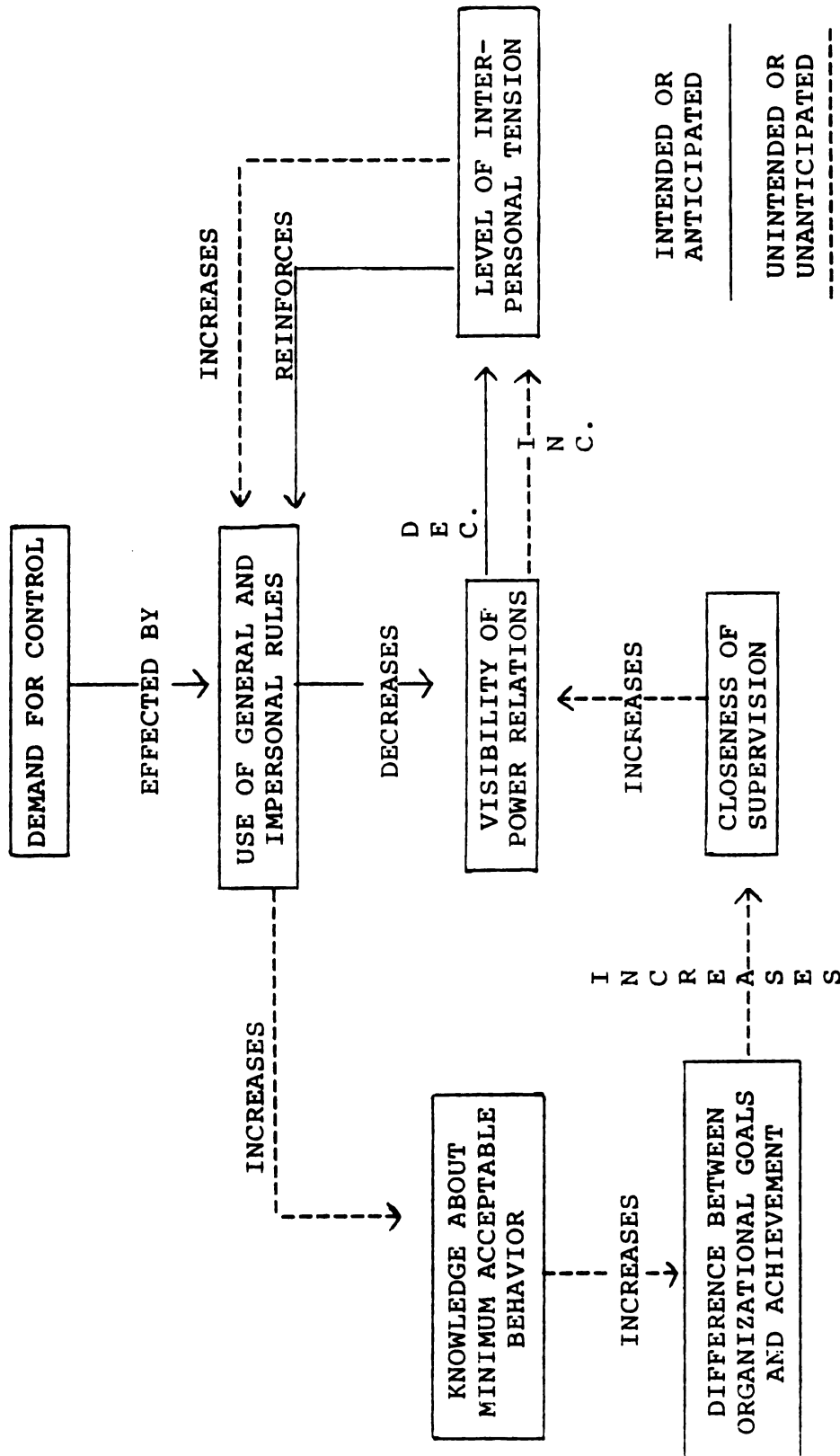


FIGURE 2. Simplified Version of Gouldner's Model for Results of the Use of General and Impersonal Rules¹⁴

¹⁴March and Simon, Organizations, p. 45.

Gouldner only deals with one such unintended or unanticipated result, it should be assumed that more may occur. It is of interest to note that Gouldner's anticipated or unanticipated results are opposite when considering the implementation of rules to decrease the level of interpersonal tension.

To amplify the final comment above, the anticipated result of the use of general and impersonal rules will be to decrease the visibility of the power relationship, which in turn will decrease the level of interpersonal tension, the desired result. But, the unanticipated result of the use of general and impersonal rules, after working through the model, will be to cause an increase in the closeness of supervision. The closer the supervision, the more visible will be the power relationship. As this visibility increases so also will the level of interpersonal tension increase. This unanticipated result of increased interpersonal tension is the opposite of the anticipated result.

Leadership

A final overriding concern is leadership. It has not always been widely accepted that administrative or managerial leadership is important to organizations. Peter Drucker called administration an essential service that once begun proves indispensable.¹⁵ Some, however, would maintain that the mere presence of sufficient funds, quality personnel, and

¹⁵Peter Drucker, The Practice of Management, (New York: Harper & Row, 1954), pp. 3-4.

adequate equipment would yield organizational excellence. Yet, another force necessary to translate potential into reality is administrative leadership.¹⁶

An NASSP publication demonstrates this point relative to schools by indicating that

... every institution, every organization ... has to have managerial expertise if it is to operate effectively. No institution can realize its purposes if somebody does not establish priorities, coordinate and develop strategies, and assess progress. Those are the managerial jobs of the principal. Of course, to do this he must have authority.¹⁷

Knezevich stated this more simply by indicating that "An administrator is necessary in all complex educational institutions intent on the achievement of excellence."¹⁸

The title principal should thus be equated with educational leadership as this is the principal's first and foremost responsibility. And, as any other leadership position, it evolved because it was needed. There is nothing magical about the term principal, as schools can run without principals. The point is, schools cannot run very well without the leadership which should be given by the individual carrying the title principal. The principal occupies a very key position and can either make or break a school. Schools have been observed to take a completely new course with the advent of a new principal. To illustrate a principal's key

¹⁶Knezevich, Administration of Public Education, p. 9.

¹⁷Nolan Estes, "The Concept of Shared Power," National Association of Secondary School Principals Bulletin, 55 (May 1971): 72.

¹⁸Knezevich, Administration of Public Education, p. 9.

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position, Pharis states the following:

Given the time, resources, and necessity, I believe we could fill a pretty good sized barn with studies showing that the principal is one of the most influential variables in determining the quality of the educational experiences boys and girls will have at school.¹⁹

It is all well and good to heap the plaudits of the educational leader on the principal, but it must be remembered that many responsibilities are given to the principal. Topping the list would be the curriculum of the school. It is the duty of the principal to head the development of a curriculum which provides necessary educational opportunities and experiences for all students. The principal ought to provide a staff with the spark that is necessary to transform a fine paper model curriculum into an educational reality.

If a principal is to function with any degree of success regarding the aforementioned, it is quite obvious that, among other things, he must be financially responsible for the school. With financial responsibility is the related area of being responsible for plant supervision. After all, who is in a better position than the principal to observe the physical plant, grounds, equipment, and supplies to assure maximum efficiency and safety? Who better can advise the board of education of the necessary repairs or equipment replacement, necessary custodial services, generally all items necessary to meet and maintain accepted school standards?

¹⁹William L. Pharis, "Evolution of the Elementary School Principal," The National Elementary Principal, 52 (January 1973): 73.

Considering the foregoing, it is easily seen that the principalship evolved because it was needed. This position provides the catalyst to bring varied staff, curricular needs and demands, as well as plant limitations into a coordinated, progressive organization. Pharis maintains that without the principalship, "education would revert to the one-room school, no matter how many one-room schools were collected on one site."²⁰ It seems inconceivable, then, to be able to have a good school without a good principal.

Role Theory

Addressing the general topic of role theory, Getzels and Guba maintain that even though the concepts of role and role conflict have received increasing attention through the work of Parsons, Shils, and others, these terms have still remained theoretical, untried by realistic experimental application.²¹ One possible explanation for this may be found in a condition reported by Sarbin. He states:

In a review of over 80 sources in which the concept of role was used, Neiman and Hughes (1951) concluded that: 'The concept role is at present still rather vague, nebulous, and nondefinitive.'²²

A personal review supports the above observation. The fault is not due to a lack of definitions, as a plethora

²⁰Ibid.

²¹J. W. Getzels and E. G. Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," American Sociological Review (April 1954): 164.

²²Theodore R. Sarbin, "Role Theory," in Handbook of Social Psychology, ed. Gardner Lindzey, Vol. 1, (Reading, Massachusetts: Addison-Wesley, 1959), p. 224.

of possible definitions exists in the literature. Rather, because there are many definitions expressing slight definitional variations, it behooves the reader to formulate his own definition. Some of these many definitions are the following:

Role: A set of complementary expectations.²³

Role: Behavior sequences of an individual's interaction with others.²⁴

Role: A patterned sequence of learned actions or deeds performed by a person in an interaction situation.²⁵

As an attempt to summarize the early thinking about roles, Sarbin states the following: "Whatever agreement has been attained in the use of the term role centers around the organized actions of a person coordinate with a given status or position."²⁶

But, because there may or may not be consensus surrounding the term role, regarding the general theory of role there still exists, in the words of Owens, "A vocabulary of generally understood terms."²⁷ To illustrate this, Owens lists, among others, the following:

²³Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 165.

²⁴Henry L. Tosi and Stephen J. Carroll, Management: Contingencies, Structure, and Process, (Chicago: St. Clair Press, 1976), p. 106.

²⁵Sarbin, "Role Theory," p. 225.

²⁶Ibid.

²⁷Owens, Organizational Behavior in Schools, p. 71.

Role Expectation - This refers to the expectation that one person has of the role behavior of another.

Role Perception - This is used to describe the perception that one has the role expectation that another person holds for him.

Role Prescription - This is the relatively abstract idea of what the general norm in the culture is for the role.²⁸

There are many roles in any given organization. Many times an executive is in a situation where he must "wear many hats," or assume many roles. All of an individual's group roles, when taken as a cluster, define what Tosi and Carrol label as that individual's position.²⁹ Earlier, Sarbin had defined position in a similar fashion by calling it a "system of role expectations."³⁰

According to role theory, organizations are social systems composed of people who occupy various "positions." These positions are arranged in vertical (hierarchical) and horizontal relationships with one another. Any given position is the location of one individual or class of individuals within the social system. An individual's behavior when in the position is partially dependent upon his perception of how others expect him to behave (role perceptions), as well as how others actually expect him to behave (role expectations).³¹

²⁸Ibid., p. 72.

²⁹Tosi and Carroll, Management: Contingencies, Structure, and Process, p. 106.

³⁰Sarbin, "Role Theory," p. 223.

³¹Roland R. Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," (Ph. D. dissertation, Claremont Graduate School, 1970), p. 2.

The expectations, when taken independently, bring one back to the beginning, as these are the roles.

A distinct problem with role expectations and role perceptions is that both of these processes are covert in nature and must always be inferred. It has been documented (Lieberman, 1956) that an individual's attitudes are shaped by his role.³²

As an organization becomes more and more complex, many individuals--especially executives--are called upon to play many roles. In such a situation of multiple roles, the term manifest role is used to refer to the obvious role that an actor is performing. The other roles, which are temporarily set aside, are referred to as latent roles.³³

Getzels and Guba report on a very similar idea, but employ different terminology. They refer to the preceding concepts as major role and alternative role. They consider this situation with the addition of the distinct possibility that a conflict situation will occur. The situation as considered by Getzels and Guba pictures a condition where two possible roles could be called into play. Of this situation these men ask, "What are the criteria for the choice of the appropriate major role for the individual?" The concept of major role will now achieve significance when taken in conjunction with two additional concepts, legitimacy of expectations and congruence of needs and expectations.

³²Cartwright, "Influence, Leadership, Control," p. 20.

³³Owens, Organizational Behavior in Schools, p. 72.

Getzels and Guba's answer to the question posed above is that the individual is most likely to handle best from among several roles the one whose expectations are most nearly congruent with his needs. An individual placed in a situation of role conflict will probably choose as his major role the one that is most compatible with personal needs. Regarding competing roles, these will be assimilated to the selected major role.³⁴

As indicated, a major determinant of role is the expectations of other people. Thelen (1960) indicates this by saying that each person or group in an organization holds expectations for the behavior of other persons and groups in the organization.³⁵ The impetus is here aimed at one organization as opposed to considering society as a whole. Boles and Davenport extend this idea and relate it to role theory when they suggest that an individual, through trying to meet the expectations held for him, is indeed playing a role.³⁶

An individual cannot shrug off the concept of legitimacy of expectations, as no matter what role an individual may select, he must eventually face the realities of the situation. He cannot long ignore the legitimate expectations

³⁴Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 174.

³⁵H. A. Thelen, Education and the Human Quest, (New York: Harper & Row, 1960), pp. 71-72, cited by Harold W. Boles and James A. Davenport, Introduction to Educational Leadership, (New York: Harper & Row, 1975), p. 25.

³⁶Boles and Davenport, Introduction to Educational Leadership, p. 22.

others hold for him without receiving retaliation from them.³⁷

Lassanske indicates the need for specific job descriptions to eliminate such situations. He indicates that in the area of interpersonal relations, it is widely held that people predominantly try to do what others expect them to do. If an individual incorrectly perceives what is expected of him, his actions, no matter how well performed, will not be the correct actions as perceived by those holding alternate expectations. If the individual is unable to determine correctly how others see the situation, confusion may arise. The only courses of action left for the individual are to fall back upon his previous experiences for clues to appropriate behavior, or to follow a trial-and-error procedure until he feels he knows what the other is thinking. But, meanwhile, both will feel uncomfortable and uncertain of their respective roles in the relationship. A clearly defined and mutually understood design of role expectations could probably do much to encourage effective communications.³⁸

In any organization, roles tend to be highly elaborated, relatively stable, and defined to a considerable extent in explicit and even written terms. In addition to the role being defined for the incumbent, it is also detailed for other members of the organization who will have occasion to

³⁷Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 174.

³⁸Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," pp. 8-9.

interact with the role incumbent.³⁹ But, no matter how detailed a description there may be of the role, it still must be realized that role behavior is dependent upon the incumbent's own personal characteristics (personality) and his perceptions of what others expect of an individual in his position, as well as the demands of others.⁴⁰

Beck indicates that a review of recent literature would indicate that workers are satisfied when they have autonomy in the performance of their work roles.⁴¹ Tosi and Carroll echo this sentiment by writing that professionals are likely to be particularly disturbed when they believe they are in a situation where they are unable to effectively utilize all of their skills. The professional, in such a situation, feels underutilized. Of more importance to the worker is the apparent threat this situation imposes upon him because he does not have the opportunity to do the things which he has been trained to do best.⁴²

The foregoing is highly significant to this study. If principals, who are highly trained professionals, are--in their opinion--not allowed to do the job they are trained to do best, frustration will likely obtain. Discussions with

³⁹March and Simon, Organizations, p. 4.

⁴⁰Tosi and Carroll, Management: Contingencies, Structure, and Process, p. 106.

⁴¹E. M. Beck and Michael Betz, "A Comparative Analysis of Organizational Conflict in Schools," Sociology of Education, 48 (Winter 1975): 62.

⁴²Tosi and Carroll, Management: Contingencies, Structure, and Process, p. 90.

several Lutheran elementary school principals echoed this sentiment and indicated how significant this is to the principal's perception of his job.

Conflict

As with the term role, so also with the term conflict there exists a lack of a commonly accepted definition. According to Pondy, at various times the term role has been used to describe:

- 1) Antecedent Conditions (for example, scarcity of resources, policy differences) of conflictual behavior,
- 2) Affective States (e.g. stress, tension, hostility, anxiety, etc.) of the individuals involved,
- 3) Cognitive States of individuals, (i.e. their perception or awareness of conflictual situations) and
- 4) Conflictual Behavior, ranging from passive resistance to overt aggression.⁴³

Beck attributes differences in the use of the term conflict to a "confusion of conflict with those conditions producing conflictual situations."⁴⁴ Credence is given to Beck's statement when considered in the light of Pondy's observations. For the purposes of this research, the term conflict will mean the strong differences between individuals or groups which can lead to restriction of communication, disruption of work flow, hard feelings, etc. It is generally, but not always, negatively valued by an organization.

⁴³Louis Pondy, "Organizational Conflict: Concepts and Models," Administrative Science Quarterly, 12 (September 1967): 298.

⁴⁴Beck and Betz, "A Comparative Analysis of Organizational Conflict in Schools," p. 60.

It is seemingly fairly well established in the literature that conflict of some sort is not only characteristic of most organizations, but is also basically beneficial to an organization.⁴⁵ Conflict and differences of opinion will give vitality and strength to organizations, as from these differences will emerge new ideas, many of which will also prove to be better ideas. As differences can spur an organization forward, strong differences can also retard progress as these can tend to immobilize an organization. With this thought in mind, conflict for the sake of conflict may make negative contributions if it remains unresolved.

Because conflict is going to be present wherever human beings must coordinate their efforts, and because a certain level of conflict is beneficial to an organization, it thus follows that the central problem is not how to reduce or eliminate conflict, but rather how to deal constructively with it. The contemporary view of conflict seems to maintain that conflict is neither inherently good nor inherently bad for the participants or the organization. Pondy maintains that conflict is not necessarily a cost for the individual, as some participants enjoy the "heat of battle."⁴⁶

In this same article, Pondy states the following:

...conflict is frequently, but not always, negatively valued by organization members. To the extent that

⁴⁵Hall, Organizations: Structure and Process; Estes, "The Concept of Shared Power;" Pondy, "Organizational Conflict: Concepts and Models;" Rensis Likert, New Patterns of Management, (New York: McGraw-Hill, 1961).

⁴⁶Pondy, "Organizational Conflict: Concepts and Models," p. 310.

conflict is valued negatively, minor conflicts generate pressures towards resolution without altering the relationship; and major conflicts generate pressures to alter the form of the relationship or to dissolve it altogether. If inducements for participation are sufficiently high, there is the possibility of chronic conflict in the context of a stable relationship.⁴⁷

Regarding productivity, Likert maintains that conflict between supervisors and employees is associated with low productivity.⁴⁸ Getzels and Guba echo this thought with the statement that "individuals experiencing conflict are also relatively ineffective ones."⁴⁹

It is held that the bureaucratic structure, because of its clear delineation of responsibility and span of control, can be expected to be the best structure to minimize conflict. This may or may not be true, but the fact is that conflicts do indeed occur even in bureaucracies. Beck and Betz would maintain that one strong influence of conflict is the centralization of authority found in bureaucracies. Such centralization represents both the creation of different positions where interests can develop and the establishment of differential control over decisions, thus cultivating the conditions for conflict.⁵⁰

Pondy voices a similar notion when positing that vertical conflicts generally arise because superiors attempt to

⁴⁷Ibid., p. 312.

⁴⁸Rensis Likert, New Patterns of Management, (New York: McGraw-Hill, 1961), p. 9.

⁴⁹Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 172.

⁵⁰Beck and Betz, "A Comparative Analysis of Organizational Conflict in Schools," p. 62.

control subordinate's behavior, and the subordinates in turn resist such control. The authority relation which exists is defined by the group of subordinate activities over which the subordinate has given to a superior the legitimacy to exercise discretion. It should be recalled that initially Barnard (1938), and now others, called this group of activities the "zone of indifference" or "zone of acceptance." The potential for conflict is thus present when the superior and subordinate each hold different expectations for the zone of indifference.⁵¹

Kenneth Boulding provides a framework for a composite view of a conflict situation. He suggests four components in the process:

- 1) Parties Involved - Must be at least two involved.
- 2) Field of Conflict - This represents the alternative conditions toward which a conflict could move.
- 3) Dynamics of the Conflict Situation - This represents the fact that each party in the conflict will adjust its own position to one that it feels is congruent with that of its opponent. [Hostility in one breeds hostility in the other.]
- 4) Management, Control, or Resolution of Conflict - These are terms used to suggest that conflict situations are generally not discrete situations with a clear beginning and end. They emerge out of pre-existing situations and do not end forever with a strike settlement or lowering of the intensity of the conflict.⁵²

⁵¹Pondy, "Organizational Conflict: Concepts and Models," p. 314.

⁵²Kenneth E. Boulding, "A Pure Theory of Conflict Applied to Organizations," in Robert L. Kahn and Elise Boulding, eds., Power and Conflict in Organizations, (New York: Basic Books, Inc., Publishers, 1964), pp. 136-145 cited by Hall, Organizations: Structure and Process, pp. 237-239.

One method of viewing an organization is to think of each participant as making contributions in return for certain inducements. One such contribution would be work for which the worker will be given an inducement--salary. The organization is considered to be in "equilibrium" if the inducements exceed contributions when subjectively valued by each participant; and in "disequilibrium" if contributions exceed inducements for some or all of the participants. Participants may be motivated to restore equilibrium by leaving the organization when the disequilibrium is said to be "unstable." Also, a participant may attempt to achieve a favorable balance between inducements and contributions when the organization is considered "stable." This suggests that if the organization is given no chance by the participant, he will bail out. If it does have a chance, he may strive to save the relationship, or at the least increase the inducements to make it palatable.

If conflict is assumed to be a cost of participation, the inducements-contributions balance theory may assist in understanding how an organization reacts to conflict.⁵³ If conflicts are relatively small, and the inducements and contributions remain in equilibrium, then participants are likely to try to maintain the relationship and also solve the conflict. But, if contributions exceed inducements, or if conflict is severe enough to destroy the inducements-contributions balance, and there is no prospect for resolution, the conflict

⁵³Pondy, "Organizational Conflict: Concepts and Models," pp. 308-309.

is likely to be reduced by the destruction of the relationship. Believing that a participant will endure chronic conflict is not to deny that he will strive to reduce it. Merely what this is saying is that if one is unable to reduce or resolve the conflict entirely, he may yet remain if the inducements for him exceed his contributions.

Pondy, after a search of the literature, indicated the existence of a long list of underlying sources of organizational conflict. Condensed, these fall into three types of what he defines as latent conflict:

- 1) Competition for scarce resources
- 2) Drives for autonomy
- 3) Divergence of subunit goals⁵⁴

Hall maintains that man's quest for power is a strong producer of conflict situations.⁵⁵ He further contends that these processes--power and conflict--are major shapers of an organization. The state of an organization sets the stage for continuing power and conflict processes. The interaction of these processes produces a continual reshaping of the organization.⁵⁶

Educational institutions, especially secondary level and above, possess a special situation ripe for conflict. This condition is produced because of the growth of

⁵⁴Ibid., p. 300.

⁵⁵Hall, Organizations: Structure and Process, p. 203.

⁵⁶Ibid., p. 240.

bureaucratization and specialization. In an ideal bureaucracy, any superordinate-subordinate relationship would contain a superordinate who possessed competencies surpassing those of the subordinate. In schools, however, principals with specialized training in administration are hierarchically superior to personnel with specialized training in the academic fields.⁵⁷

Beck and Betz seem to echo a similar idea when they indicate:

... schools with centralized authority structures tend to experience more conflict between teachers and administrators (inter-stratum conflict) than schools less centralized.⁵⁸

As indicated, Beck and Betz labeled this type of conflict as inter-stratum conflict, or "conflict among organizational units of dissimilar authority over the allocation of control within the organization." They also define intra-stratum conflict, or conflict which occurs "among organizational units of equal, or nearly equal, authority within the organizational structure."⁵⁹ This differentiation of two types of conflict is similar to Pondy's tripartition--bureaucratic conflict, bargaining conflict, and systems conflict. Pondy will be considered in more detail later.

If the inducements are high enough, conflict

⁵⁷Thomas J. Sergiovanni and Fred D. Carver, The New School Executive: A Theory of Administration, (New York: Harper & Row, 1973), pp. 159-160.

⁵⁸Beck and Betz, "A Comparative Analysis of Organizational Conflict in Schools," p. 63.

⁵⁹Ibid., p. 61.

resolutions will be attempted so as to enable participants to remain in the relationship. One very common form of conflict resolution occurs if one participant in the conflict submits totally to the will of the other. This has been referred to by some as "peaceableness." To rely upon peaceableness may be dangerous because not all parties may exhibit this type of behavior on a consistent basis.

Regarding conflict resolution, Boles and Davenport expand upon the concept of "peaceableness" by indicating the following:

Conflicts can be resolved only by:

- 1) Domination of one party over the other,
- 2) Compromise, or
- 3) Integration, as was stated by Follett (1926)

It should be noted that strategies (1) and (2) are competitive, while (3) is cooperative. Obviously, in the domination strategy, the dominator 'wins' and his opponent 'loses.' While in the compromise strategy both parties to the conflict 'win'--but both also 'lose.'⁶⁰

Chris Argyris concurs with some of the above ideas, and adds some of his own when he writes the following:

Individuals will adapt to frustration and conflict by creating any one of the following informal activities:

- 1) Leave the situation
- 2) Climb the organizational ladder
- 3) Become defensive
- 4) Become apathetic, disinterested, and non-ego involved in the organization

⁶⁰Boles and Davenport, Introduction to Educational Leadership, p. 167.

- 5) Create informal groups to sanction the defense reactions in (3) and (4).⁶¹

As stated earlier, the key idea is that conflict is present and probably necessary for any organization. The main thrust should not be an attempt to eradicate its existence in the organization, but rather to manage it so that the impetus for movement which it can provide may be used to the benefit of the organization.

The Work of Louis R. Pondy

Pondy notes that three conceptual models of organizational conflict have been explored in the literature: the bargaining model, the bureaucratic model, and the systems model. Briefly, each model attempts to deal with the following:

Bargaining Model - This model concerns the conflict which arises over competition for organizationally scarce resources. This has potentially disruptive consequences as a decision making process, as this almost necessarily places strain on the status and power systems in the organization.⁶²

Bureaucratic Model - This considers conflict between parties to a superior-subordinate relationship, or those existing along the vertical dimension of a hierarchy. Basically, this model deals with problems of organizational

⁶¹Chris Argyris, "The Individual and Organization: An Empirical Test," Administrative Science Quarterly, 4 (September 2, 1959): 145-167 cited by Knezevich, Administration of Public Education, p. 519.

⁶²March and Simon, Organizations, p. 131.

control and how participants react to such control. Of the three models here listed, Pondy maintains that this model has received the most attention from researchers representing various disciplines.

Systems Model - This model concerns conflict among parties to a lateral or working relationship, or among persons at the same hierarchical level. Primarily this model concerns the problems of coordination. The basic building block of the systems model is the dyad. Pondy indicates

that if 'two subunits having differentiated goals are functionally interdependent, then conditions exist for conflict. Important types of interdependence matter are: (1) common usage of some service or facility, (2) sequences of work or information flow prescribed by task or hierarchy, and (3) rules of unanimity or consensus about joint activity.'⁶³

A result of this literature search by Pondy is his identification of three types of latent conflict-producing situations which provide the necessary environment for the development of conflict in the organization. These are the following:

- 1) Scarce goods and materials within the organization.
- 2) Moves by some participants toward autonomy within the organization's structure.
Autonomy needs form the basis of conflict when one party either seeks control over some province claimed by another, or attempts to insulate himself from invasion, thus protecting what is his.
- 3) Inconsistent goals within the structure of the organization.
Such goal divergence is a source of conflict when two parties must cooperate on a joint activity but yet are unable to reach consensus on appropriate action.⁶⁴

⁶³Pondy, "Organizational Conflict: Concepts and Models," p. 318.

⁶⁴Ibid., p. 300.

Pondy maintains that any conflict situation should be considered a dynamic process, consisting of a sequence of inter-locking conflict episodes. Each episode exhibits a sequence or pattern of development. In Pondy's words:

Each conflict episode begins with conditions characterized by certain conflict potentials. The parties to the relationship may not become aware of any basis of conflict, and they may not develop hostile affections for one another.... Each episode or encounter leaves an aftermath that affects the course of succeeding episodes.⁶⁵

A further breakdown of the conflict episode shows it to possess five stages: (1) latent conflict (conditions), (2) perceived conflict (cognition), (3) felt conflict (affect), (4) manifest conflict (behavior), and (5) conflict aftermath (conditions). Pondy would diagram the dynamics of a conflict episode in the manner given in Figure 3.

An important form of latent conflict is role conflict. The role conflict model considers the organization as being a collection of role sets, with each set being composed of the focal person and his role senders. Conflict is said to occur when the focal person receives incompatible role demands and expectations from the role senders of the role set.

Conflict is occasionally perceived even when no latent conflict conditions exist. By contrast, latent conflict may indeed exist without being perceived by the participants. A situation where conflict is perceived without the existence of latent conflict can be handled by the so-called "semantic model" of conflict. According to this,

⁶⁵Ibid., p. 306.

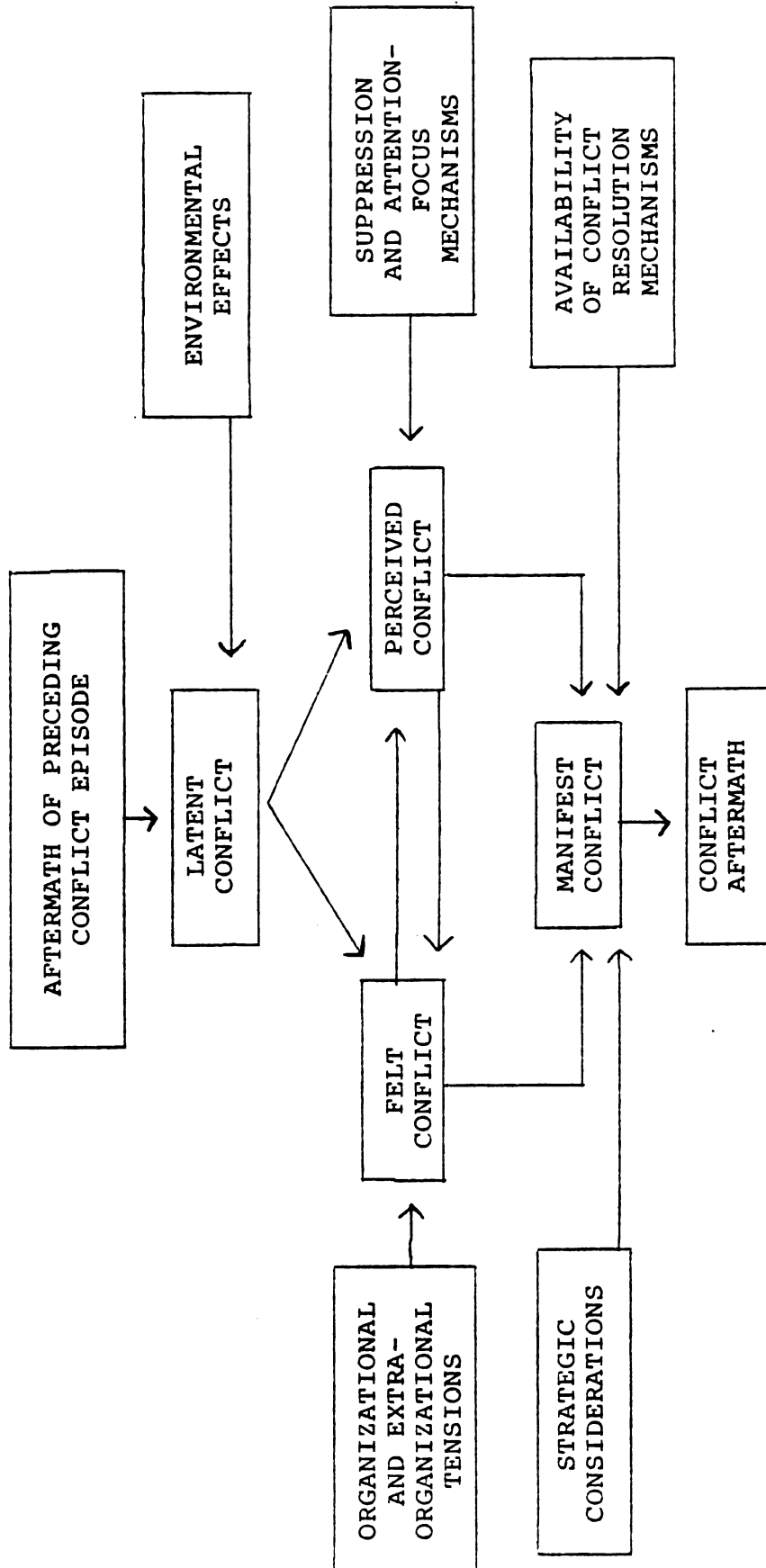


FIGURE 3. Pondy's Five Stages of a Conflict Episode⁶⁶

⁶⁶Ibid., p. 306.

conflict occurs as a result of misunderstanding each other's true position. Seemingly, such conflict can be resolved by improving communications between the parties to the conflict. If it is revealed that the participants true positions are in opposition, then more communication may only exacerbate conflict.

Pondy feels an important distinction exists between the perception of conflict and the feeling of conflict. He cites the following example:

There is an important distinction between perceiving conflict and feeling conflict. A may be aware that B and A are in serious disagreement over some policy, but it may not make A tense or anxious, and it may have no effect whatsoever on A's affection towards B.⁶⁷

Each conflict episode is only one in a sequence of such episodes constituting the relationships between and among organization members. If the conflict can be resolved to the satisfaction of all participants, the basis for a more harmonious relationship may have been laid; or the participants, in their quest for a better relationship, may focus on latent conflicts not previously perceived.

However, if the conflict is merely suppressed and not resolved, the latent conditions of conflict may be aggravated and may even explode in a more serious form requiring either resolution or the dissolving of the relationship. Once conflict is allowed to break out on a specific issue, then the conflict widens and precipitates more general and more personal conflicts which, previously, had been suppressed so as

⁶⁷Ibid., p. 302.

to temporarily preserve organizational harmony.

Role Conflict

It was said above, in reference to the unity of command principle, that an employee should be responsible to only one superior. If the condition does exist that an individual is responsible to more than one superior, that individual would probably have a difficult time choosing whose directions to follow at any given time, unless the directions were consonant. The unity of command principle is based on the experiences of administrative theorists. The social scientist would give this a different conceptual framework and refer to it as avoiding role conflict.

There are numerous definitions for role conflict, many of which contain subtle differences. In general, however, the definition which tends to rise to the surface contains the following two elements:

- 1) An individual receives inconsistent demands from two or more people, and
- 2) Compliance with one set of demands precludes compliance with a second set.⁶⁸

"The severity of the conflict is a function situationally of the relative incompatibility and rigor of definition or the expectations, and personalistically of certain adjustive mechanisms of the individual filling the roles."⁶⁹ (Emphasis in text)

⁶⁸Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 165.

⁶⁹Ibid., p. 166.

Sergiovanni and Carver refer to a second type of role conflict which they call "inter-role conflict." This would exist when mutually contradictory expectations are held for two roles, both of which are occupied by the same individual.⁷⁰ This same idea is expressed by Getzels and Guba.⁷¹

Many writers speak of the dysfunctional aspects of role conflict. Owens indicates that conflict will produce tensions and uncertainties which are commonly connected to inconsistent organization behavior. The situation becomes cyclical and deadly as inconsistent behavior, being unpredictable and unanticipated, produces additional tensions and conflict between holders of complementary roles, which, in turn, produce more inconsistent behavior. Such a situation is a source of individual frustration and a threat to the organization's integrity.

Tosi and Carroll list four items which they maintain are among the dysfunctional consequences of role conflict. These are

- 1) Intensified internal conflicts for the individual
- 2) Increased job tensions
- 3) Reduced job satisfaction, and
- 4) Lessened trust in superiors and the organization⁷²

⁷⁰Sergiovanni and Carver, The New School Executive: A Theory of Administration, p. 180.

⁷¹Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 165.

⁷²Tosi and Carroll, Management: Contingencies, Structure, and Process, p. 371.

Archie B. Carroll identifies six items as consequences and effects of role conflict:

- 1) Individuals in professional organizations who are "caught in the middle" between conflicting expectations have been shown to frequently experience stress.
- 2) Persons reporting role conflict, have stated that their trust in the persons who imposed the pressure was reduced; they liked them less personally; they held them in lower esteem; they communicated with them less; and that their own effectiveness was decreased.
- 3) Potential sources of role conflict have resulted in significant decision-making difficulty.
- 4) Role conflict is associated with decreased satisfaction, coping behavior that would be dysfunctional for the organization, and experiences of stress and anxiety.
- 5) The emotional costs of role conflict include low job satisfaction, low confidence in the organization, and a high degree of job-related tension.
- 6) A very frequent behavioral response to role conflict is withdrawal from or avoidance of those who are seen as creating the conflict.⁷³

One important element in the analysis of role conflict which should never be lost is that of an individual's personality. No role can be completely defined by an individual. It is possible to fill the same role with many different people, provided they have the same technical skills. The behavioral differences while in the role will be due to interaction of role expectancies and individual personalities. The extent of felt conflict is also dependent upon personality.⁷⁴

⁷³Archie B. Carroll, "Role Conflict in Academic Organizations: An Exploratory Examination of the Department Chairman's Experience," Educational Administration Quarterly, 10 (Spring 1974): 54.

⁷⁴Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 165.

Somewhat similar to role conflict, but yet significantly different is role ambiguity. This is a situation more of confusion than conflict as the role prescription is contradictory or vague.⁷⁵ Role ambiguity has two dimensions: task ambiguity, or uncertainty about what a person should do, is the first; social-emotional ambiguity, or uncertainty about how one is evaluated by others, is the second. Two general conditions which generate role ambiguity are characteristic of dynamic organizations:

- 1) Organization Complexity - As the organization achieves moderate size, it may be increasingly difficult for an individual to see how his work is related to that of others.
- 2) Rate of Organizational Change - When the environment changes, the internal relationships among jobs will change.⁷⁶

Role ambiguity, like role conflict, is related to (1) increased tension, (2) worker dissatisfaction, (3) reduced self-confidence, and (4) poorer relations with others.⁷⁷ Singly or combined, role conflict and role ambiguity can cause severe problems for individuals. One advantage of the bureaucratic organization is that with its reliance upon rules and a hierarchical order, task ambiguity is less likely to occur.

Just as basic conflict occurs in all organizations, role conflict also exists in all organizations. If the role

⁷⁵Owens, Organizational Behavior in Schools, p. 73.

⁷⁶Tosi and Carroll, Management: Contingencies, Structure, and Process, p. 421.

⁷⁷Ibid., p. 372.

conflict remains at a moderate level, most people will learn to adapt to its existence. Potentially there exists a wide range of techniques for the resolution of role conflict.

Magid lists eleven such techniques:

- 1) Psychological adjustment in the form of aggression, withdrawal (symbolic or physical), or regression
- 2) Rationalization
- 3) Role compartmentalization
- 4) Role reversal
- 5) Ritualistic response
- 6) Compromise
- 7) Procrastination
- 8) Role redefinition
- 9) Feigned illness
- 10) Appeal for support from occupants of similar and/or dissimilar positions, and
- 11) Evaluation of a major role (In a conflict situation involving two or more expectations, the evaluated major role is that expectation which the actor chooses to fulfill.)⁷⁸

If an individual perceives the existence of a role conflict situation, he will more than likely fulfill the role he perceives as more legitimate and/or more obligatory.

Getzels and Guba would maintain that there exist two basic conflict resolution alternatives, provided the individual does not change the system or withdraw from it entirely. These are compromise and exclusion. One may attempt

⁷⁸Alvin Magid, "Dimensions of Administrative Role and Conflict Resolution among Local Officials in Northern Nigeria," Administrative Science Quarterly, 12 (September 1967): 325.

to stand midway between two roles, giving equal due to both, shifting between them as he believes the occasion demands. Or, he may select one role as his major role and modify all other roles to agree with it. Observation would indicate that the latter is more widely accepted. Seemingly there must be such a major role to which one must commit himself to determine his actions at critical points. This is done in spite of contrary expectations attached to other roles simultaneously occupied.⁷⁹

To reduce role conflict, conflicting demands must somehow be reconciled or eliminated. Tosi and Carroll list three possible methods to accomplish this:

- 1) Eliminate Authority Overlaps - An authority overlap occurs when two superiors have the formally designated right to dictate subordinate actions in the same area.
- 2) Clarify Authority Relationships - Often a person experiences role conflict because he is not sure who has authority, and he responds to another who is in a higher position but outside his chain of command simply because of the other's status. By increasing the person's awareness of those to whom he should, or must, respond, some conflict may be reduced.
- 3) Insure that Superiors Maintain the Integrity of the Hierarchy - This solution of course is related to clarifying authority relationships. The "territorial" imperative here for a manager should not be to allow intrusion by other managers outside the chain of command, unless appropriate.⁸⁰

When Getzels and Guba studied role conflict, one of their hypotheses predicted a relationship between role

⁷⁹Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," pp. 173-174.

⁸⁰Tosi and Carroll, Management: Contingencies, Structure, and Process, pp. 371-372.

conflict and ineffectiveness. But, they later express the caution that it should not be assumed that lack of role conflict is related to effectiveness.⁸¹

The Lutheran School

Writing in 1965, Edward Keuer identifies one situation which initially prompted the topic of this research. He writes:

Because the position and responsibilities of the Lutheran elementary school principal are unique, his problems are somewhat different from those of the public school administrator. The board of education should know what the principal's chief problems are and help him find ways to solve them. Problems vary ... yet most Lutheran principals have certain problems in common.⁸²

Of particular interest to this study is the following problem identified by Keuer:

Problem: No Definition of Assignment

The principal's responsibility and authority are poorly defined.... relationship between the principal and the pastor, teachers, and other staff members is unclear.

Solution: The congregation and board of education need to adopt a policy statement which clearly defines the principal's responsibility and authority.⁸³

However, this solution is rarely implemented to any significant degree. Why don't the congregations and/or school boards look to the public sector to ascertain how assignments are defined for public school administrators? The answer lies in

⁸¹Getzels and Guba, "Role, Role Conflict, and Effectiveness: An Empirical Study," p. 172.

⁸²Edward J. Keuer, "The Lutheran Elementary School Principal," Board for Parish Education Bulletin, (St. Louis: Concordia Publishing House, 1965), p. 16.

⁸³Ibid., p. 16.

that the position and responsibilities of the Lutheran principal are unique, and his "problems" are somewhat different from those encountered by his public school counterpart.

There seemingly exists no consensus as to who is responsible for the administration of a Lutheran elementary school. Attempts have been made to ascertain who is responsible in what situations. Most of these attempts have begun with the assertion that the local congregation is responsible. Few would dispute the congregation's claim to supreme authority in the school. But, when a rung or two of the organizational ladder is descended, bringing one to the level of the daily administration of the school, then who is in charge, the pastor or the principal? Opinions vary.

Writing in 1919, W. C. Kohn summarizes the opinion then in vogue:

The congregation is the owner of the schools, and has full control over them. This is a very important point. It asserts for the congregation the right of supervision. The pastor is the supervisor of the school, of both teacher and pupils. His supervision extends over religious instruction and over secular branches in so far as they are means of training. As branches of learning and knowledge, secular supervision is generally exercised by a school board.⁸⁴

Pastoral supervision is reasonable during this time in history for two reasons. First, the principal as we know the term today was not actually a part of Lutheran schools until the 1920's, so therefore the pastor had to assume control. But,

⁸⁴W. C. Kohn, "Christian Day Schools of the Lutheran Church," found in "Educational Work of the Churches in 1916-1918," Department of the Interior, Bureau of Education, Bulletin, 1919, No. 10. (Washington D.C.: Government Printing Office, 1919), p. 11.

it may be asked why one of the male teachers could not have assumed the leadership? Today teachers are highly trained professionals. At that time, Lutheran teachers had but two years of college; whereas ministers had four years of college training and four years of seminary training. For the ministers this totals eight years of post-secondary training as opposed to two years of post-secondary training for teachers.

In an undated article by A. C. Stellhorn, he plots the organizational chart of the Lutheran Church--Missouri Synod. It can be assumed that this work was done in or around the 1930's. Stellhorn charts the structure of the local congregation in the manner shown in Figure 4. A probable later but again undated, anonymously penned handbook gives Figure 5 as its organizational structure for the school. From these two exhibits, it is easily seen that many view the pastorate as holding a key position in school administration.

A contact was made with the Roman Catholic Church in the form of a letter addressed to Msgr. Francis Xavier Barrett. In the letter addressed to him, a statement was made regarding the Lutheran Church's stand that the pastor and principal are equal in status regarding the work of the church. Part of his reply follows:

... Church doctrine does not indicate that the pastor and the principal are of equal status in the work of the parish. The pastor is clearly charged with administering the parish. Where the parish maintains a school, the principal administers it with the pastor having the final voice.⁸⁵

⁸⁵Letter from Msgr. Francis Xavier Barrett, Executive Director, Department of Chief Administrators, National Catholic Educational Association, Washington D.C., 25 February 1977.

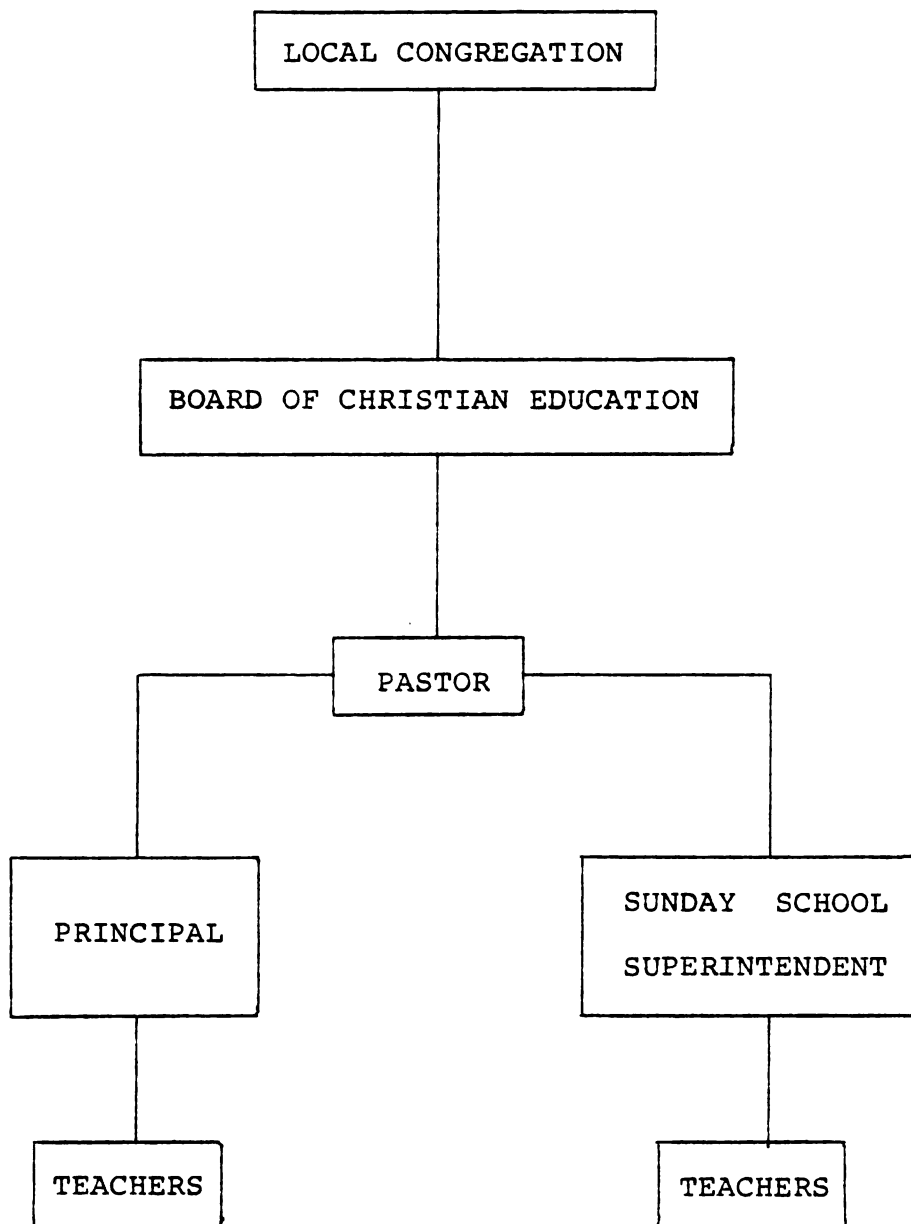
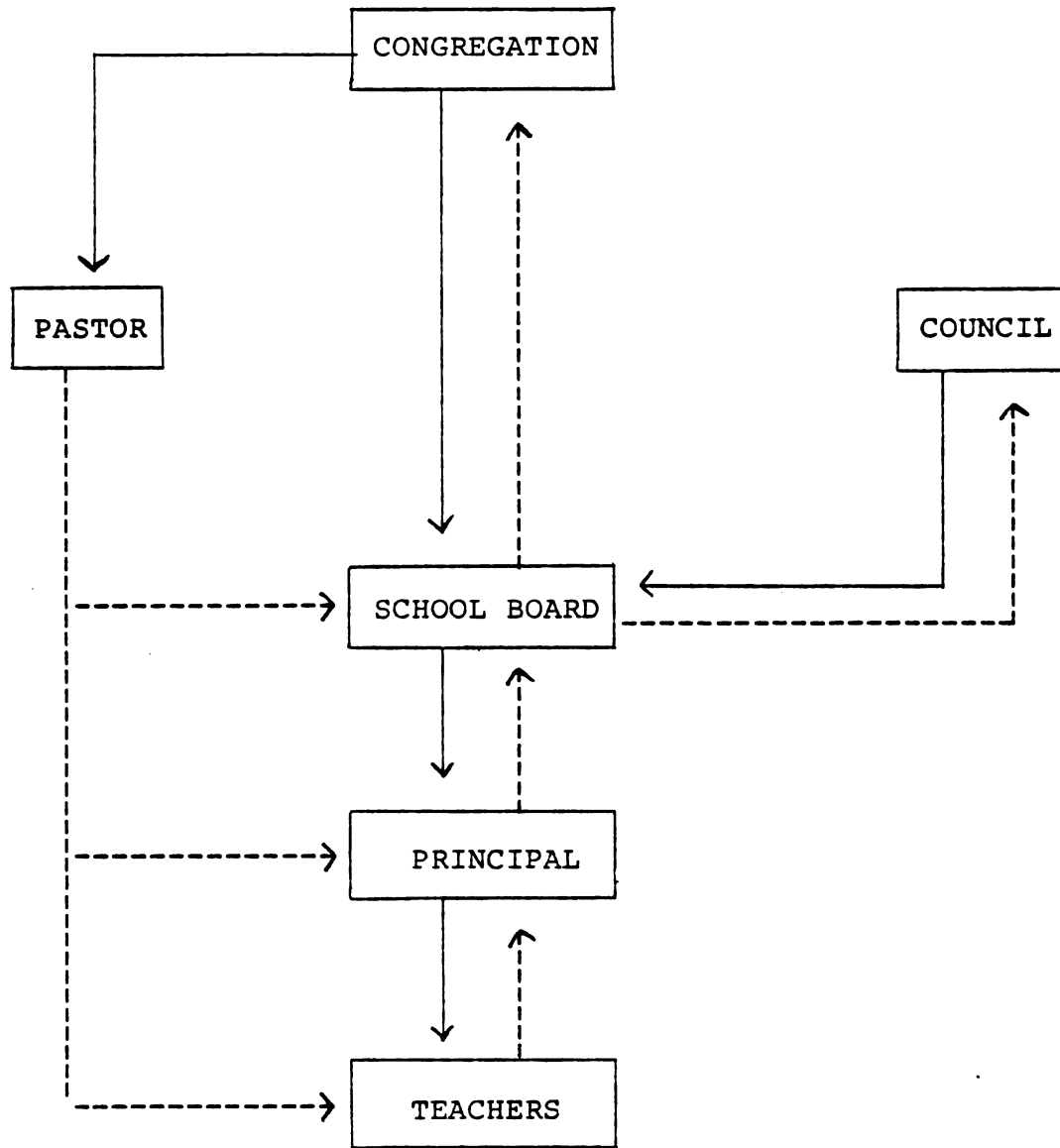


FIGURE 4. An organizational chart dealing with a local congregation in the Lutheran Church--Missouri Synod. Diagram prepared by Arthur L. Miller.⁸⁶

⁸⁶August C. Stellhorn, Lutheran Schools, (St. Louis: Concordia Publishing House, n.d.), p. 13.



Line of Direct Authority



Line of Informational and Advisory Contact

FIGURE 5. Lutheran Elementary School Organization⁸⁷

⁸⁷ Handbook for Local Boards of Christian Education,
(St. Louis: Board for Parish Education, n.d.), p. 22.

There are also some who would ride the fence regarding who is in control in the school. With such "fence riding" clarity and direction are not provided. If anything, such writing further complicates the situation. The following is an example:

While a congregation's board of education is concerned chiefly with policy and the pastor with the general spiritual oversight of the congregation including the school, the principal is the school's spiritual and educational leader and the key figure in school improvement.⁸⁸

In this situation, the principal is the "key figure" but the pastor maintains "general spiritual oversight." Since Lutheran schools maintain that spiritual concerns permeate every class, as all things are taught in the light of God's word, does not this give the pastor general supervision of the school? Where is the line of demarcation between the pastor's role and the principal's role? There are a number of articles and conference papers dealing with topics such as "Pastor-Teacher Harmony," "The Principal's Role," etc. However, only one such paper has been found which was not written by a pastor. In many papers pastors are telling teachers and principals how to do their jobs. This certainly indicates strong pastoral supervision.

In a returning reference to Keuer, he seems to view control of the school as being the principal's responsibility. He writes:

⁸⁸William A. Kramer, "Increasing the Lutheran Elementary Principal's Effectiveness," used for discussion at Regional Education Conferences of the Missouri Synod, 1964, William A. Kramer Papers, Box #1, Concordia Historical Institute, St. Louis, Missouri, p. 1.

The voters' assembly of the local congregation, representing the entire membership, has the charge to operate the school successfully. This body assumes final responsibility for the school and legislates in its behalf whenever necessary. For greater efficiency the voters' assembly usually delegates immediate control of the school to an elected board of Christian (or parish) education. This board is charged with directing the entire school operation in behalf of the congregation.

Because most board members are laymen and not trained educators, and since efficient school operation demands trained leadership to actually conduct the school, the board in turn delegates certain responsibilities to the professional staff, especially the principal. By authority of the congregation and the board of education, but subject to both, the principal is recognized as the executive officer of the school.⁸⁹

William Kramer⁹⁰ supports Keuer, as does the writer of an anonymous article entitled, "General Statement: Duties of the Principal."⁹¹ Keuer unequivocally sums his position concerning the principal as being the school's chief executive when he writes: "The board of education delegates executive powers to the principal directly, not through the pastor."⁹²

Schools of the Seventh-day Adventist Church take a similar stand when they charge the school board to administer the school. The principal is required to be a member of the school board, but the pastor is not a member of the board.⁹³

⁸⁹Keuer, "The Lutheran Elementary School Principal," p. 3.

⁹⁰Kramer, "Increasing the Lutheran Elementary Principal's Effectiveness."

⁹¹"General Statement: Duties of the Principal," A. C. Stelling Papers, Box 47, Folder 1, Concordia Historical Institute, St. Louis, n.d.

⁹²Keuer, "The Lutheran Elementary School Principal," p. 7.

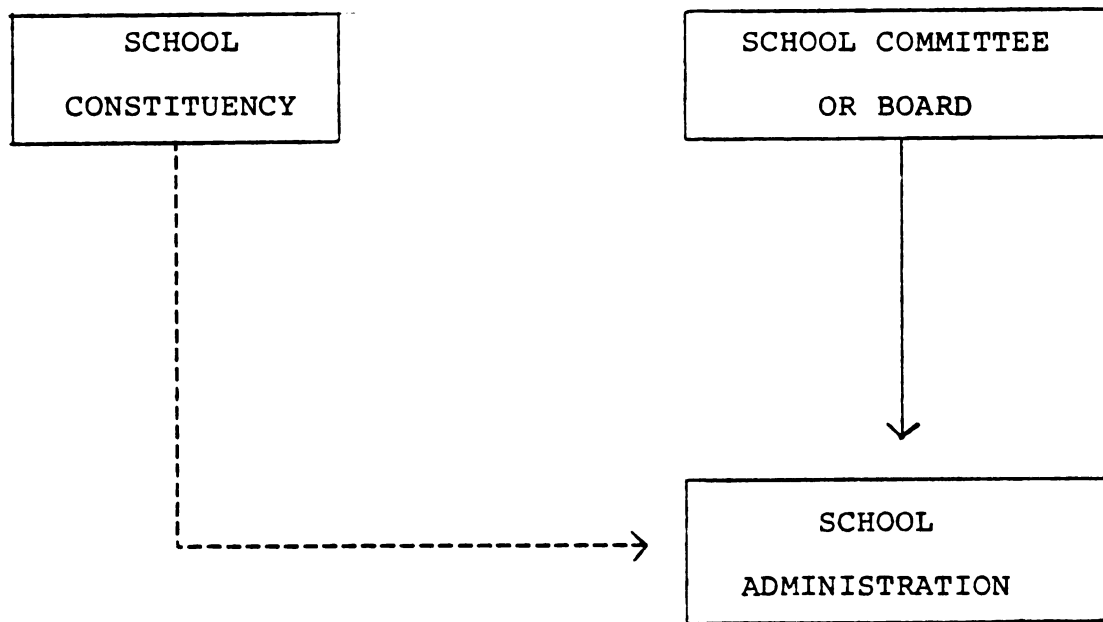
⁹³"An Organizational Model for the Seventh-day Adventist Education System K-12," General Conference of Seventh-day Adventists, Washington D. C., 1975, p. 25.

The bottom of the organizational chart for Seventh-day Adventist schools documents this point by not listing any pastoral involvement in the school. Figure 6 is a segment of the organizational chart for the congregations of the Seventh-day Adventist church.

In his book Designing Complex Organizations, Galbraith speaks of creating self-contained tasks. He would view a self-contained task as a specialized unit of the total operation.⁹⁴ This idea could be applied to the Lutheran school situation with a school being a unit and the church being a unit. A similar notion would come from Frederick Taylor's conception of "functional foremanship" where specialization for management was employed. Under this notion, the pastor could supervise religious education and the principal could supervise the general education.

One of the thoroughly discussed concepts in the classical literature involves the idea of span of control. Most concur in that the number of subordinates reporting to a superior should be limited. No discussion of the Lutheran system would be complete without considering this concept relative to a pastor's role in the congregation. Pastors are generally extremely busy individuals. Their time is divided among many activities. Any means by which a pastor could be relieved of some of his responsibilities should not be overlooked. Allowing the principal to administer the school is

⁹⁴John Galbraith, Designing Complex Organizations, (Reading, Massachusetts: Addison-Wesley Publishing Co., 1973).



Line of Direct Authority —————

Line of Advisory Contact - - - - -

FIGURE 6. A Section of the Organizational Model
for the Seventh-day Adventist School⁹⁵

⁹⁵"An Organizational Model for the Seventh-day Adventist Education System K-12," p. 4.

one such means to balance a pastor's load.

A situation where a worker is taxed heavily with responsibility is one which produces stress. It is acknowledged that stress is always present in a work situation and that it probably has some positive value in that it provides stimulation and incentive. But excessive stress obviously can have dysfunctional and disruptive consequences.

Shull identifies four kinds of stress:

- 1) Constraint - Lack of freedom, strong supervisor emphasis
- 2) Ambiguity - Increasing structure will increase predictability of organization and social interaction. For specialized tasks to be coordinated, some imposed structure seems necessary. Formal structure seems to be associated with both organizational efficiency and membership satisfaction.... Filley and House found that a major source of conflict resulted from unnecessary violation of the chain of command, originating at the divided echelons of the administrative system.
- 3) Overload - Of this there is a two-dimensional definition: personal capacity and organizational resources, including time, that are made available to the worker.
- 4) Conflict - Conflict can arise in a structure from personal capacity fighting formal role requirements.⁹⁶

Shull also indicates that he found morale of faculty to be positively related to the amount of administrative structure and involvement.

Of these four types of stress identified by Shull, the one germane here is overload. There is little doubt that a pastor's load would place him into a category of an overload situation. However, care must be taken when considering

⁹⁶Fremont A. Shull, Jr., "Professional Stress as a Variable in Structuring Faculty Roles," Educational Administration Quarterly, 8 (Autumn 1972), 56-62.

overload as its definition is two-dimensional. Overload is related not only to personal capacity of the incumbent, but also to the organizational resources--including time--made available to the incumbent.

Lassanske Study

Lassanske's study concerned the comparison of the ideal role and the actual role of the Lutheran principals. His sample consisted of principals of Missouri Synod schools located in Southern California. An assumption he made was the following:

There is an opportunity for considerable conflict to develop in the Lutheran elementary school principalship because the ideal function and actual performance of the principal as viewed by [pastors, principals] ⁹⁷ could change considerably from position to position.

To Lassanske it was obvious that the pastor had a perception of the principal's role, and most accurately the principal had a perception of his own role. Quite probably this could be extended to indicate that the same things are true of the pastor's role. Lassanske found general agreement among pastors, principals, teachers, and board of education members regarding their perception of a principal's ideal role. However, there was low agreement regarding the actual role as expected by the principal. Since there exists very high agreement to the ideal role and low agreement to actual role,

⁹⁷Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," p. 3.

Lassanske interpreted this as a comprehensive role conflict.⁹⁸

Some specific results of his study are pertinent here.

Consider the responses to the following questions:

- 1) Does congregation give principal sufficient authority to handle school?

Pastors - 60.47% said always
Principals - 31.82% said always⁹⁹

There definitely exists a wide difference of opinion regarding the above question.

- 2) Is principal responsible for building and equipment maintenance?

Pastors - 23.26% no; 74.42% yes; 2.3% undecided
Principals - 93.18% yes¹⁰⁰

Again there exists a wide difference of opinion between pastors and principals. Also there is evidence of a significant percentage of pastors who question the principal's responsibility for building and equipment maintenance.

- 3) Does congregation have job description for principals?

Principals reported never 43.18% of the time
Pastors reported always 20.93% of the time.¹⁰¹

An additional significant bit of information was that 23.26% of the pastors reported that ideally there should be no job description for a principal.

- 4) Regarding whether the pastor actually recognizes the principal as the educational leader of the school, the pastors said they always did 67.44% of the time. But the principals indicated that they felt the pastors recognized

⁹⁸Ibid., pp. 114-115.

⁹⁹Ibid., p. 51.

¹⁰⁰Ibid., p. 79.

¹⁰¹Ibid., p. 49.

them as the educational leader only 43.18% of the time.¹⁰²

Lassanske also studied the constitutions of 33 of the 60 congregations in the sample. The significant results of this study follow:

One of the 33 constitutions studied said, '... that the Board of Education shall maintain a code of regulations stipulating the policy of the Day School.... It included a section titled The Principal. In this section the position of the principal was described, and his administrative and supervisory duties were outlined.... This ... comes closest to printing a specific job description for the principal.'¹⁰³

From this study Lassanske concluded that the results seemed to indicate the following: "... role conflict ... is probably not due to any considerable degree to a significant difference in the view by pastors, principals, teachers and board members ..."¹⁰⁴ However, he does not hazard a statement concerning where the existing role conflict does come from.

Summary

The chapter began with a brief overview of organization theory. One of the key ideas repeatedly expressed was that of unity of command. The discussion of theory continued with a reference to some advantages of a bureaucratic organizational structure, as well as a few disadvantages. Under the heading of organization theory, such specifics as authority, power, and the effects of rules on an organization were discussed. Role theory was next considered with the initial

¹⁰²Ibid., p. 47.

¹⁰³Ibid., pp. 109-111.

¹⁰⁴Ibid., p. 117.

step of deciding upon a legitimate definition of the term for use in this study.

Conflict was considered in the same manner with the same problem being noted in that one had many possible definitions from which to choose. Under the conflict section, the work of Louis R. Pondy was discussed and viewed significant to the study. The preceding was then melded in the form of a discussion of role conflict. Various types and conditions of role conflict were considered including that of role ambiguity.

Specific attention was then drawn to some germane situations specific to the Lutheran school and the Lutheran principal. A consideration of the concept of overload was next considered with observations and inferences drawn to the role of the pastor. Finally, a study by Roland Lassanske was briefly discussed as it deals with the subject under study. Certain specific questions with their corresponding answers were then reviewed. Finally the chapter concluded with a brief summary of the chapter.

CHAPTER IV

RESEARCH DESIGN

Method of Data Collection

The data were gathered on a forty-one item opinionnaire (see Appendix E). The opinionnaire also sought the following pertinent demographic information: years of service as pastor, principal, or teacher; respondent's present position and number of years in that position; school enrollment at the time of the test; whether or not the pastors have served one or more congregations with schools before coming to their present position; and the extent of a principal's academic education with emphasis on determining his graduate school preparation in educational administration. Thirty-nine items of the opinionnaire requested that the respondent express his perception of the amount of authority/responsibility the pastor and the principal each has in the operation of a Lutheran elementary school. With statements designed to elicit the desired information, the following areas were considered: Curriculum, Supervision of Teachers, Supervision of Students, Dealing with Student Offenses, Supervision of the Non-Teaching Staff, Fiscal Affairs and Scheduling. To indicate their perceptions, respondents were asked to check one of five

categories: Exclusive authority/responsibility, Major authority/responsibility, Shared authority/responsibility, Minor authority/responsibility, or No authority/responsibility.

The final two items on the opinionnaire dealt with the respondent's perception of the hierarchy of authority which is ideal for the operation of a Lutheran elementary school, and the hierarchy which the respondent felt was the real hierarchy in operation in his school. Five possible hierarchies were identified, with a sixth option available allowing the respondent to structure his own hierarchy to demonstrate the real and/or the ideal hierarchy.

Initially, discussions with teachers and pastors of the Wisconsin Synod indicated some areas in the operation of a school wherein the potential for a difference of opinion might lie. A lengthy discussion with a former principal of a Lutheran elementary school led to the identification of seven areas of concern, and statements in each area designed to assess the differences in respondents' perceptions.

The proposed areas and statements were then compared to sources in education and educational administration textbooks for any additions. The instrument was then submitted to the researcher's doctoral committee chairman, a respected practitioner and professor, for refinement.

In addition to the Michigan District, the Wisconsin Synod has nine other districts. From the presidents of

these nine additional districts, lists of the names of five pastors and five principals were sought. The one qualification on this list was that the named individual was to have been a pastor or principal for at least twenty-five years. It was hoped that from these individuals the wisdom and experience of age could be tapped to assist in instrument refinement.

Not all of the districts had individuals meeting the experience requirement. Randomly selected from these lists were four pastors and four principals. The process involved taking the third listed name on each list, and alternately choosing pastor - principal - pastor - etc. A copy of the opinionnaire was sent to each of these individuals seeking their criticism. Three pastors and three principals responded with a critique.

Opinionnaires were also sent to two individuals who had recently conducted research studies in related areas and were currently Lutheran school principals. A copy was sent to the professor of educational administration at the Wisconsin Synod's teacher-training college, as well as copies to the presidents of the teacher-training and pastor-training institutions of the Wisconsin Synod. One final copy was sent to the Executive Secretary of the Board for Parish Education of the Wisconsin Synod. Of these six, four returned a critique.

Based on the returned critiques, modifications were made in the instrument. The instrument was then field tested in six Lutheran elementary schools. The schools

participating in the field test represented the same sizes as the schools in the test population. None of the schools in the field study were in the Michigan District. A list of the field test schools can be found in Appendix D.

Population

The population for this study was all teachers, principals and pastors of the congregations in the Michigan District of the Wisconsin Synod which operate their own elementary schools, and in which a teacher functions as the principal. Eliminated were those congregations in which the pastor functions also as principal. All congregations meeting the above requirements were invited to participate in the study. Congregations in the test are found in the states of Connecticut, Michigan, Ohio and Virginia. The totals for the various test groups are as follows:

Pastors - N = 40

Principals - N = 37

Teachers - N = 110

Data Analysis

Hypotheses I through VI were tested using the one-way analysis of variance (ANOVA) and the Scheffe' technique as a post hoc test. Originally the Student T distribution was to be used to ascertain significant differences among the means. However, with repeated treatments of the t-test, the alpha level becomes cumulative thus making the results increasingly less significant.

The ANOVA is a method of splitting the total variance into more meaningful components that measure different sources of variation.¹ The one-way classification was used in this instance because the observations are classified on the basis of a single criterion--perceptions of one group toward the pastor or principal. The test is based on comparisons of components using the F distribution. Care was taken to eliminate large sources of variation so as to decrease the probability of committing a type II error, or retaining the null hypothesis when in reality the alternative hypothesis is true.

An assumption is made in using this test that the populations are independent, normally distributed, and possess a common variance.² Selecting an alpha level of .05 may not indicate a very powerful test, but it was felt that this was not a significant criticism as the researcher was dealing with perceptions which are amorphous in themselves.

A disadvantage in using the F-test in ANOVA when more than two groups are being compared is that only general conclusions can be drawn from the non-retention of the null hypothesis. It can be concluded that all group means are not identical, but neither the location nor the magnitude of the differences can be determined on the basis of the F-test

¹Ronald E. Walpole, Introduction to Statistics, 2d ed., (New York: MacMillan Publishing Co., Inc., 1974), p. 267.

²Ibid., p. 268.

alone.

The Scheffé' technique, which is an interval estimate technique, allows the determination of the magnitude of group differences. This test determines the interval by constructing contrasts between population means. To determine statistical significance, confidence intervals are constructed. If the confidence interval includes zero (0), then the contrast is not statistically significant. If the interval does not include zero (0), the contrast is deemed statistically significant.³

A second post hoc technique which could be employed is the Tukey technique. However, since the N's of the three groups involved were not equal, the Scheffé' was selected as this technique is preferred in a situation of unequal N's.⁴

Summary

The chapter began with a brief overview of the method of data collection. The areas of concern and the types of responses were indicated as was the use of hierarchies to establish the groups' perceptions of the "Ideal" and "Real" hierarchies operating in a Lutheran school.

The method of opinionnaire development was outlined, as was the field test procedure. The study population was

³Gene V. Glass and Julian C. Stanley, Statistical Methods in Education and Psychology (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1970), p. 394.

⁴Ibid., p. 395.

identified as being dependent upon certain criteria. The statistical test employed was the one-way ANOVA with the Scheffé' post hoc technique. A brief explanation of the ANOVA was given, with an identification of certain assumptions. The selected alpha level was .05, a sufficiently powerful test to deal with amorphic perceptions.

A disadvantage of the ANOVA was indicated and revealed to be a strong reason for employing the Scheffé' post hoc technique. The Scheffé' was briefly explained, as was the reason for selecting the Scheffé' as opposed to the Tukey post hoc technique. The method of analyzing the statements concerning the hierarchies was then revealed, followed by a summary of the chapter.

CHAPTER V

ANALYSIS OF DATA

Introduction

The following analysis of data will be comprised of three general areas: demographic information, perceptions of the pastor's and the principal's authority/responsibility in the school, and the groups' perceptions of the hierarchies of authority in a Lutheran school. The authority/responsibility of both the pastor and the principal will be considered separately in the discussion, as will a comparison of the two. The areas dealing with perceptions of the pastor's and the principal's authority/responsibility will be further broken down into the following seven subsections: curriculum, supervision of teachers, supervision of students, dealing with student offenses, supervision of the non-teaching staff, fiscal affairs, and scheduling. Each of the above subsections will be considered on the basis of the individual statements contained in the subsection as well as an analysis of variance for the subsection taken as a unit. Apparent instances of opinion divergence will be recognized and comments relative to these instances will be made. Significant differences will be noted where they existed.

The section concerning the hierarchies will be analyzed by reporting and commenting on the percentages of respondents selecting each of the given categories. Agreement will be defined in the following manner: 0% to 49% signifies low agreement, 50% to 74% signifies substantial agreement, and 75% to 100% signifies high agreement.¹ It is acknowledged that the above breakdown is arbitrary at best, but for analysis the above was used.

Demographic Information

The population for the study consisted of all pastors, principals and teachers of the Michigan District of the Wisconsin Synod who are associated with elementary schools which have a teacher as principal. A listing of participating schools may be found in Appendix F. Excluded from this list are those schools of the Michigan District where the pastor also functions as principal. Part-time teachers were included in the population if they taught kindergarten or in the grades, and spent at least half of each day in the building.

Table 1 lists the N's of the three groups and the number and percentage of respondents. Also included are the totals for the study. The N of 41 for pastors includes one congregation which was without a pastor due to a vacancy.

¹Roland R. Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," (Ph. D. dissertation, Claremont Graduate School, 1970), pp. 39-40.

TABLE 1. Report of the Group N's, Number of Respondents, and Percentage of Response

GROUP	TOTAL NUMBER SOLICITED	NUMBER OF RESPONDENTS	PERCENT OF RESPONSE
PASTORS	41	34	82.9
PRINCIPALS	38	33	86.8
TEACHERS	103	81	78.6
TOTALS	182	148	81.3

Also included in the respondents' category is one pastor who responded with a blank opinionnaire requesting to be excused from the test due to serious illness.

Tables 2, 3 and 4² list for the respondents their years of service as pastor, principal, or teacher. It was impossible to obtain categories applicable for classifying across the three groups. Pastors generally had more years of service than did teachers or principals. This can be shown by comparing the three groups in the single category or combined categories representing 0-15 years of service. 42.4% of responding pastors served 15 years or less, but for principals the figure is 87.9%, and for teachers the figure is 83.9%. This situation is logical as most frequently seminary graduates entering the pastoral ministry have smaller congregations as their first position, and generally schools are not as frequently found in smaller congregations. Important exceptions are those large congregations which may have a

²The percentages in these and some of the following tables do not total to 100%. This is due to rounding.

TABLE 2.* Years of Service as Pastor

YEARS	NUMBER OF RESPONDENTS	PERCENT OF GROUP
0-15	14	42.4
16-25	11	33.3
26+	8	24.2

TABLE 3.* Years of Service as Principal

YEARS	NUMBER OF RESPONDENTS	PERCENT OF GROUP
0-5	16	48.5
6-15	13	39.4
16+	4	12.1

TABLE 4.* Years of Service as Teacher

YEARS	NUMBER OF RESPONDENTS	PERCENT OF GROUP
0-4	33	40.7
5-15	35	43.2
16+	13	16.0

young pastor as an assistant to a more experienced pastor, or those congregations which may be small, but because they are separated from a larger congregation which does support a school, the smaller congregation must maintain its own school.

Of more concern to the researcher in this study was the matter of how long had the various members of the groups

*The above tables possess different categories because it was impossible to develop categories for classifying across the three groups.

been in their present positions. As in the above tables, the pastors generally had served longer in their present positions than had principals or teachers. This is illustrated in Table 5.

TABLE 5. Years of Service as Pastor, Principal, or Teacher

YEARS	PASTORS		PRINCIPALS		TEACHERS	
	No.	%	No.	%	No.	%
0-5	13	39.4	22	66.7	57	70.4
6-15	15	45.5	11	33.3	20	24.7
16-25	5	15.5	0	0.0	4	4.9
TOTAL	33	100.4	33	100.0	81	100.0

It might be assumed quite logically that since the pastors are generally more experienced and therefore generally older than the principals or teachers, and since pastors more frequently have served more years at their present position, the pastor comes to assume a position in his parishioners' eyes as being "second to none." This could be positive in that parishioners could identify with their pastor, but could also cause quite natural problems if the pastor and the principal or teachers should ever disagree on an educational matter. Whose advice or opinion would be taken, the pastor's, the principal's, or the teacher's?

Considering school size as compiled in Table 6, it is easily seen that a majority of the schools in the study had student populations of one hundred or less. This figure is consistent with that for the entire Wisconsin Synod, as the

TABLE 6. The Number of Respondents in the Categories Concerning School Size

ENROLLMENT	PASTORS	PRINCIPALS	TEACHERS
0-50	11	13	16
51-100	9	7	23
101-150	8	10	26
151-200	4	2	12
200+	1	1	4

majority of Synod schools are small schools.

Table 7 indicates that many of the pastors in the Michigan District (42.4%) have served one or more congregations which maintained its own school. When the information in this table is combined with Table 2, it is an important indication of the edge in experience held by pastors. Without a doubt, the pastors generally are older and more experienced.

TABLE 7. Number and Percentage of Pastors Who Have Served One or More Congregations Maintaining Schools

RESPONSE	NUMBER	PERCENTAGE
YES	14	42.4
NO	19	57.6

The attempt by the Michigan Department of Education to guarantee certified teachers in all schools has had its effect on the majority of schools in this study. Of primary concern is the graduate study of the principals. Table 8 indicates that 51.5% of the responding principals either have a master's degree in school administration, or have attended

TABLE 8. Number and Percentage of Principals with Graduate Work or Graduate Degree in School Administration

RESPONSE	NUMBER	PERCENTAGE
YES	17	51.5
NO	15	45.5
NO RESPONSE	1	3.0

some graduate classes in that area. In large part this is due to the aforementioned effort by the Michigan Department of Education to ensure certified teachers. Certification requirements for the teachers in the Wisconsin Synod are stringent. All incoming teachers and principals who possess little or no graduate training are required to attend graduate school. Whether the individual is experienced or not makes little difference to the Michigan Department of Education.

When the data in Table 8 are compared with that found in Table 9, which indicates whether the principal has any

TABLE 9. Number and Percentage of Principals Who Have Teaching Experience Without Being Principal

RESPONSE	NUMBER	PERCENTAGE
YES	22	66.7
NO	11	33.3

teaching experience without also being principal, it can be seen that many of the responding principals are especially trained for administration, as well as being experienced as teachers. It is also important to realize that a vast

majority of Wisconsin Synod principals are full-time teachers as well.

Perceptions of
the Pastor's and the Principal's
Authority/Responsibility in the School

The data generated surround the perceived authority/responsibility of the pastor and the principal in Wisconsin Synod churches operating a school with a teacher as principal. Hypotheses one, two and three address the pastor's authority/responsibility; hypotheses four, five and six address the principal's authority/responsibility. The data for these two areas will be presented in the following manner: Initially the number and the type of responses given by the three groups--pastors, principals, and teachers--will be given for each statement. The statements will then be grouped by the seven categories of interest: Curriculum, Supervision-Teachers, Supervision-Students, Dealing with Student Offenses, Supervision of the Non-Teaching Staff, Fiscal Affairs, and Scheduling. The response choices for each statement are the following: Exclusive Authority/Responsibility, Major Authority/Responsibility, Shared Authority/Responsibility, Minor Authority/Responsibility, and No Authority/Responsibility. For analysis, Exclusive Authority/Responsibility was arbitrarily designated as 1, Major Authority/Responsibility as 2, Shared Authority/Responsibility as 3, Minor Authority/Responsibility as 4, and No Authority/Responsibility as 5. The charts reflect this assignment.

To attempt to graphically portray the existence of

trends, continua are used. The three groups were each placed on the continua and ordered according to the group mean score for the given statement. The distances involved are in no manner indicative of anything other than a representation of order and a mere separation of the entries. No comparisons between continua ought to be made other than to locate similarities in the ordering of the entries. This approach is being taken so as to emphasize the existence of trends. Only one incidence was discovered where the null hypothesis could not be retained. Although most of the differences were far below the alpha level selected for statistical significance, it is felt that trends worthy of note do exist.

As mentioned above, the first six hypotheses deal with the authority/responsibility of the pastor or the principal relative to the seven categories previously identified. The hypotheses were restated in the null form and tested with a one-way analysis of variance, followed by the Scheffé' post hoc technique. Results will be displayed in an analysis of variance (ANOVA) table. Following this, the categorical mean scores for each of the three groups will be listed. The retention or non-retention of the null hypotheses will then be indicated.

Perceptions of the Pastor's
Authority/Responsibility Regarding:

Curriculum

Table 10 indicates that the majority of responding pastors view this as an area requiring shared authority/

TABLE 10. Statement 1 - Determining the sequence of instruction for RELIGIOUS subject matter.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	2	6.1	24	72.7	7	21.2	0	----	0	3.15
PRIN	0	----	2	6.1	15	45.5	13	39.4	2	6.1	1	3.47
TEACH	1	1.2	13	16.0	37	45.7	20	24.7	9	11.1	1	3.29

TABLE 11. Statement 2 - Determining the materials for instruction of RELIGIOUS subject matter.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	6	18.2	23	69.7	4	12.1	0	----	0	2.94
PRIN	0	----	2	6.1	16	48.5	14	42.4	0	----	1	3.38
TEACH	1	1.2	13	16.0	41	50.6	20	24.7	5	6.2	1	3.19

responsibility. Although this is dealing with religious matter, more than 20% of the pastors feel they have a minor authority/responsibility. Of interest, too, is that 45% of the principals and 35% of the teachers also feel the pastor's authority/responsibility is minor. The pastors and principals agree that at best, the pastor's authority/responsibility is shared, whereas the teachers give the pastor a greater amount of authority/responsibility. The mean scores of all three groups indicate their consensus that the authority/responsibility is shared.

In Table 11 the pastors again predominantly view their authority/responsibility as shared. Principals are divided between a shared and a minor authority/responsibility. Teacher responses are spread over all five alternatives, with 50.6% falling in the shared column.

Of interest from Table 12 is that only 6.2% of the teachers gave the pastor at least a shared amount of authority/responsibility regarding secular subject matter. Considering only the pastors' and principals' responses, it can be seen that again the principals assign less authority/responsibility to the pastor than does the pastor assign himself. For each responding group, the majority give the pastor no authority/responsibility in this area. It is unknown what significance a "No Response" might be, but 9.1% of the principals did not respond to this statement.

In Table 13 it is revealed that the pastor is again assigned a minor authority/responsibility. In terms of the mean scores, the principals and teachers are almost identical,

TABLE 12. Statement 3 - Determining the sequence of instruction for SECULAR subject matter.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	0	----	0	----	14	42.4	17	51.5	2	6.1	4.55
PRIN	0	----	0	----	0	----	10	30.3	20	60.6	3	9.1	4.67
TEACH	0	----	0	----	5	6.2	30	37.0	45	55.6	1	1.2	4.50

TABLE 13. Statement 4 - Determining the materials for instruction of SECULAR subject matter.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	0	----	1	3.0	17	51.5	13	39.4	2	6.1	4.39
PRIN	0	----	0	----	1	3.0	11	33.3	19	57.9	2	6.1	4.58
TEACH	0	----	0	----	4	4.9	28	34.6	48	59.3	1	1.2	4.55

midway between "Minor" and "No" authority/responsibility. The pastors tend to grant themselves more authority/responsibility than do either of the other groups.

In Table 14 the pastors overwhelmingly perceive themselves as having no authority/responsibility. By contrast, 27.2% of the principals give the pastor a minor or shared authority/responsibility. The mean scores also indicate that the principals and teachers give the pastor more involvement than the pastors give themselves. Again, as in statements three and four, no group gives the pastor more than a shared involvement, and those who did grant a shared authority/responsibility represented only 3.4% of the respondents.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility regarding curriculum.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
1.	← Pastors (3.15)	Teachers (3.29)	Principals (3.47) →
2.	← Pastors (2.94)	Teachers (3.19)	Principals (3.38) →
3.	← Teachers (4.50)	Pastors (4.55)	Principals (4.67) →
4.	← Pastors (4.39)	Teachers (4.55)	Principals (4.58) →
5.	← Teachers (4.63)	Principals (4.68)	Pastors (4.81) →

From the above, it can be seen that the pastors often

TABLE 14. Statement 5 - Leading a curriculum study in
a secular subject.

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE 6	
PAST	0	----	0	----	0	6	18.2	25	75.8	2	4.81
PRIN	0	----	0	----	1	8	24.2	22	66.7	2	4.68
TEACH	0	----	0	----	4	21	25.9	53	65.4	3	4.63

assign themselves more authority/responsibility than do either of the other groups. Also, the principals give the pastors the least authority/responsibility in all but one instance.

Table 15 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding curriculum.

TABLE 15. ANOVA Table for the Perceptions of the Pastor's Authority/Responsibility Regarding Curriculum

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	14.64	7.32	.555	.575
WITHIN	144	1899.49	13.19	$F_{2,144} (.95) = 3.00$	
TOTAL	146	1914.13			

The categorical means are the following:

Pastors	19.58
Principals	19.00
Teachers	19.79

The first null hypothesis stating there would be no significant difference between the perceptions of pastors and principals regarding a pastor's authority/responsibility in curriculum must be retained. The second null hypothesis stating there would be no significant difference between pastors and teachers regarding a pastor's authority/responsibility in curriculum must be retained. The third null hypothesis stating there would be no significant difference between principals and teachers regarding a pastor's authority/responsibility in curriculum must be retained.

Supervision - Teachers

Table 16 illustrates all groups viewing the pastor's authority/responsibility as being shared in this area. All of the pastor and principal respondents felt that the pastor ought to have at least some authority/responsibility. Interestingly, the mean scores indicate that the principals gave slightly more authority/responsibility to the pastor than the pastors gave themselves.

The mean scores as reported for pastors and principals in Table 17 are almost identical. In each of these two groups, a large percentage of the responses fell into the shared category. Of interest is that the teachers gave the pastor the most authority/responsibility, a third of a point more than either the pastors or principals.

Stated in Chapter II was the fact that in the past much emphasis was placed on the pastor as the supervisor of the teacher. Table 18 would seem to indicate that these three groups no longer hold this to be true. The mean score for the teachers indicates that they place the pastor almost midway between "Minor" and "No" authority/responsibility. The pastors assign themselves the most involvement with a mean score of 4.00, resting squarely in the "Minor" authority/responsibility category.

Table 19 indicates the principals and teachers perceive the pastor as having very little authority/responsibility regarding inservice training. The mean scores for these two groups support this. Across all three groups it would be the consensus that at best, the pastor's authority/responsibility

TABLE 16. Statement 6 - Before extending a Call, defining the areas of responsibility for the new teacher.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %			MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	NO RESPONSE %	
PAST	0	----	1	3.0	26	78.8	6	18.2	0	----	0	3.15
PRIN	1	3.0	1	3.0	27	81.8	3	9.1	0	----	1	3.00
TEACH	3	3.7	12	14.8	46	56.8	16	19.8	3	3.7	1	3.05

TABLE 17. Statement 7 - Recommendation to the congregation concerning the teacher to whom the Call is extended (e.g. suggest names, abilities, characteristics, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %			MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	NO RESPONSE %	
PAST	0	----	6	18.2	15	45.5	5	15.2	6	18.2	1	3.34
PRIN	1	3.0	1	3.0	20	60.6	6	18.2	3	9.1	2	3.29
TEACH	6	7.4	19	23.5	32	39.5	10	12.3	8	9.9	6	2.93

TABLE 18. Statement 8 - Teacher evaluation through classroom observation and regular conference.

GROUP	AUTHORITY/RESPONSIBILITY									
	EXCLUSIVE 1	2	3	4	5	6	7	8	9	10
PAST	0	1	5	18	54.5	7	21.2	2	6.1	4.00
PRIN	1	0	2	15	45.5	13	39.4	2	6.1	4.26
TEACH	2	0	4	34	42.0	41	50.6	0	----	4.40

TABLE 19. Statement 9 - Inservice training - provisions for improvement of teacher ability.

GROUP	AUTHORITY/RESPONSIBILITY									
	EXCLUSIVE 1	2	3	4	5	6	7	8	9	10
PAST	0	1	3	17	51.5	10	30.3	2	6.1	4.16
PRIN	0	0	3	12	36.4	16	48.5	2	6.1	4.42
TEACH	0	2	6	25	30.9	47	58.0	1	1.2	4.46

is minor.

It is quite evident from Table 20 that all three groups feel the pastor plays a relatively major role in maintaining and enforcing congregational standards of conduct. Of interest also is the similarity between pastors' and the principals' responses across the five alternatives.

In Table 21 slightly less than one half point separates the mean scores of the pastors and the principals, with the principals indicating the lesser amount of authority/responsibility. This would logically seem to be true as this is a professional matter, and the principal, as a professional, would most likely perceive this as his domain.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility regarding the supervision of teachers.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
6.	← Principals (3.00)	Teachers (3.05)	Pastors (3.15) →
7.	← Teachers (2.93)	Principals (3.29)	Pastors (3.34) →
8.	← Pastors (4.00)	Principals (4.26)	Teachers (4.40) →
9.	← Pastors (4.16)	Principals (4.42)	Teachers (4.46) →
10.	← Teachers (2.49)	Pastors (2.56)	Principals (2.65) →

TABLE 20. Statement 10 - Maintenance and enforcement of congregational standards of conduct.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	3	9.1	11	33.3	15	45.5	3	9.1	0	----	1	2.56
PRIN	2	6.1	10	30.3	16	48.5	3	9.1	0	----	2	2.65
TEACH	10	12.3	37	45.7	19	23.5	9	11.1	4	4.9	2	2.49

TABLE 21. Statement 11 - Maintenance and enforcement of professional standards of conduct.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	8	24.2	13	39.4	10	30.3	0	----	2	3.06
PRIN	1	3.0	1	3.0	13	39.4	14	42.4	2	6.1	2	3.48
TEACH	4	4.9	11	13.6	36	44.4	20	24.7	8	9.9	2	3.22

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
11.	← Pastors (3.06)	Teachers (3.22)	Principals (3.48) →

There seems to exist no evident trend concerning this category, as no one group continually gives more or less authority/responsibility to the pastor. Of interest, though, is that in only one instance do the principals give the most authority/responsibility to the pastor.

Table 22 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding the supervision of teachers.

TABLE 22. ANOVA Table for the Perceptions of the Pastor's Authority/Responsibility Regarding the Supervision of Teachers

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	10.29	5.14	.287	.751
WITHIN	144	2577.18	17.90	$F_{2,144} (.95) = 3.00$	
TOTAL	146	2587.47			

The categorical mean scores are the following:

Pastors	19.91
Principals	19.42
Teachers	20.09

The first null hypothesis stating there would be no significant difference between the perceptions of the pastors and the principals regarding the pastor's authority/responsibility in the supervision of teachers must be retained. The second null hypothesis stating there would be no

significant difference between the perceptions of the pastors and the teachers regarding a pastor's authority/responsibility in the supervision of teachers must be retained. The third null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding a pastor's authority/responsibility in the supervision of teachers must be retained.

Supervision - Students

In Table 23 it is demonstrated that all three groups tend to view the pastor as having a shared authority/responsibility in this area. One might infer there was no difficulty in responding to this item as there was only one individual who did not respond.

Table 24 indicates that all groups view the pastor as having no authority/responsibility in this area. Logically this is purely an educational matter, seemingly one for the principal and/or staff to handle. Nonetheless, there were a few individuals among the three groups who felt the pastor should have at least a shared authority/responsibility in this area.

Table 25 indicates that all groups tend to feel the pastor warrants a lesser amount of authority/responsibility in this area. More than half of the responding teachers and principals felt the pastor should assume no part in this area. Although many would look upon this as primarily a board, administration, and/or staff responsibility, significant numbers in

TABLE 25. Statement 14 - Determining policies for grading and reporting student progress.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	RESPONSE	%	
PAST	0	----	0	----	3	9.1	15	45.5	14	42.4	1	3.0	4.34
PRIN	0	----	0	----	1	3.0	14	42.4	17	51.5	1	3.0	4.50
TEACH	0	----	0	----	7	8.6	32	39.5	41	50.6	1	1.2	4.43

TABLE 26. Statement 15 - Establishing codes of student conduct and dress.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	RESPONSE	%	
PAST	0	----	0	----	26	78.8	6	18.2	0	----	1	3.0	3.19
PRIN	0	----	0	----	15	45.5	12	36.4	4	12.1	2	6.1	3.65
TEACH	0	----	4	4.9	32	39.5	29	35.8	14	17.3	2	2.5	3.67

all three groups did maintain that the pastor has a minor amount of authority/responsibility in this area.

Table 26 shows a significant portion of all three groups--especially the pastors--perceiving this as an area of shared authority/responsibility for the pastor. Pastoral involvement here would seem advisable as this is an area dealing with values. Of interest also is the fact that 12.1% of principals and 17.3% of the teachers felt the pastor ought to have no authority/responsibility in this area. Only a relatively insignificant number of teachers (4; 4.9%) felt the pastor should have more than a shared authority/responsibility.

Establishing graduation requirements would be another area in which it could be logically assumed that the pastor would have little authority/responsibility. Yet, Table 27 demonstrates that a significant portion of all three groups felt the pastor should have a shared authority/responsibility. Of particular interest is the high number of teachers who felt this way. By contrast, though, a large portion of each group also felt the pastor ought to have no authority/responsibility in this area. Consensus of the three groups would be that the pastor's authority/responsibility is minor.

Table 28 concerns an area seemingly in the domain of the principal and/or staff. Although these data do not reveal who would be perceived as having the authority/responsibility in this area, it is quite apparent that each of the three groups felt the pastor would not, as at least 70% of the respondents in each group indicated the pastor as having no

TABLE 27. Statement 16 - Establishing graduation requirements.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	1	%	
PAST	0	----	0	----	9	27.3	16	48.5	7	21.2	1	3.0	3.94
PRIN	0	----	0	----	8	24.2	11	33.3	12	36.4	2	6.1	4.13
TEACH	0	----	2	2.5	28	34.6	26	32.1	22	27.2	3	3.7	3.87

TABLE 28. Statement 17 - Maintaining student records (e.g. what records should be kept; methods of recording; etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	1	%	
PAST	1	3.0	0	----	1	3.0	6	18.2	24	72.7	1	3.0	4.63
PRIN	0	----	0	----	1	3.0	4	12.1	27	81.8	1	3.0	4.81
TEACH	0	----	0	----	2	2.5	20	24.7	57	70.4	2	2.5	4.70

authority/responsibility. It is interesting, although not statistically significant, that one pastor did feel this area was under the exclusive authority/responsibility of the pastor. It is also interesting to note the small percentage who indicated the pastor has a shared authority/responsibility in this area.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility regarding the supervision of students.

AUTHORITY/RESPONSIBILITY

ITEM	More		Less
12.	← Pastors (3.00)	Teachers (3.09)	Principals (3.16) →
13.	← Pastors Teachers (4.59)		Principals (4.72) →
14.	← Pastors (4.34)	Teachers (4.43)	Principals (4.50) →
15.	← Pastors (3.19)	Principals (3.65)	Teachers (3.67) →
16.	← Teachers (3.87)	Pastors (3.94)	Principals (4.13) →
17.	← Pastors (4.63)	Teachers (4.70)	Principals (4.81) →

It should be apparent that the trend illustrated above indicates the pastors perceiving themselves as having more authority/responsibility in this area than do the other two

groups, primarily the principals. Considering the nature of the area, it would seem logical that the pastor's authority/responsibility would be minor.

Table 29 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding the supervision of students.

TABLE 29. ANOVA Table for the Perceptions of the Pastor's Authority/Responsibility Regarding the Supervision of Students

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	20.15	10.07	.569	.567
WITHIN	144	2547.54	17.69	$F_{2,144} (.95) = 3.00$	
TOTAL	146	2567.69			

The categorical mean scores are the following:

Pastors	23.97
Principals	23.06
Teachers	23.94

The first null hypothesis, stating there would be no significant difference between the perceptions of the pastors and the principals regarding the pastor's authority/responsibility in the supervision of students must be retained. The second null hypothesis stating there would be no significant difference between the perceptions of the pastors and the teachers regarding a pastor's authority/responsibility in the supervision of students must be retained. The third null hypothesis stating there would be no

significant difference between the perceptions of the principals and the teachers regarding a pastor's authority/responsibility in the supervision of students must be retained.

Dealing with Student Offenses

From Table 30 it can be seen that all groups agree the pastor's authority/responsibility in this area is somewhat less than a shared amount. A meaningful number of principals and teachers would even indicate that the pastor has no involvement in this area, and a far smaller percentage of pastors would agree with this perception.

Table 31 shows almost half of the respondents in all three groups feeling the pastor's authority/responsibility is shared. It is clear from this table that only a small number of principals and teachers would view the pastor as the "next level of authority" for repeat offenders. In contrast, however, 27.3% of pastors tended to view their authority/responsibility in this matter as major.

From Table 32 it is evident that in all three groups the largest percentage of respondents viewed the pastor as having minor authority/responsibility. The principals again viewed the pastor as having shared authority/responsibility at best. A meaningful number of principals and teachers also viewed the pastor as having no authority/responsibility.

According to Table 33, a meaningful number of pastors and teachers view the pastor as having a large amount of authority/responsibility in this area, as 24.2% of the pastors indicated a major pastoral involvement, and 23.5% of the

TABLE 32. Statement 20 - Handling individual classroom problems when the trouble goes beyond the control of the classroom teacher and requires the involvement of another party.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	3	9.1	11	33.3	16	48.5	3	9.1	0	----	3.58
PRIN	0	----	0	----	11	33.3	12	36.4	8	24.2	2	6.1	3.90
TEACH	0	----	10	12.3	24	29.6	29	35.8	17	21.0	1	1.2	3.66

TABLE 33. Statement 21 - Disciplining repeat offenders in the situation identified in no. 20 above (e.g. discipline invoked in no. 20 is insufficient and the next level of discipline is required).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	8	24.2	19	57.6	5	15.2	1	3.0	0	----	2.97
PRIN	0	----	2	6.1	21	63.6	7	21.2	1	3.0	2	6.1	3.23
TEACH	5	6.2	14	17.3	34	42.0	22	27.2	4	4.9	2	2.5	3.08

teachers indicated a pastoral involvement of a major or exclusive nature. By contrast, only 6.1% of the principals felt the pastor had a major involvement. Of interest also is that all three groups had meaningful numbers who viewed the pastor as having minor, or even no authority/responsibility in this area.

Of interest in Table 34 is that all three groups predominantly felt the pastor's authority/responsibility in the area of suspension was shared. A limited number of pastors and teachers viewed the pastor as having major or exclusive authority/responsibility. None of the principals felt the pastor had more than a shared authority/responsibility. An interesting difference can be found when considering the percentages in the three groups who gave the pastor less than a shared authority/responsibility. 9.1% of the pastors viewed the pastoral involvement as being less than shared, but 27.3% of the principals and 38.3% of the teachers felt the pastor's involvement was less than shared. Considering the mean responses of principals and teachers, it should be noted how close they are to one another. But considering how the responses are spread over the five possible alternatives, it can be seen that looking only at the mean scores may be deceiving.

It is readily apparent in Table 35 that the overwhelming majority of all groups views the pastor's involvement as being shared. Again, none of the principals gave the pastor more than a shared authority/responsibility. Considering the

pastors and teachers, less than 10% of each groups viewed the pastor's involvement as more than shared. More than 15% of each group felt that the pastor had minor or even no authority/responsibility in the area of expulsion. A further look shows that 6.1% of the pastors and 4.9% of the teachers felt the pastor had no authority/responsibility in this area, whereas all responding principals gave the pastor at least a minor involvement.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility regarding dealing with student offenses.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
18.	← Pastors (3.61)	Teachers (3.73)	Principals (3.84) →
19.	← Pastors (3.00)	Teachers (3.35)	Principals (3.57) →
20.	← Pastors (3.58)	Teachers (3.66)	Principals (3.90) →
21.	← Pastors (2.97)	Teachers (3.08)	Principals (3.23) →
22.	← Pastors (3.00)	Principals (3.35)	Teachers (3.37) →
23.	← Pastors (3.09)	Principals (3.16)	Teachers (3.20) →

The trend illustrated above quite clearly indicates that pastors perceive themselves as possessing more

authority/responsibility in this area than do either of the other two groups. Excluding statement 22 and 23, the principals consistently view the pastor as having less authority/responsibility than do the teachers view the pastor's involvement. In item 22, the spread between the mean scores of principals and teachers was only .02: principals registering 3.35, teachers 3.37. On this item the pastors were more than one third of a unit away, as they registered 3.00. The spread between the principals and teachers in item 23 was again small, registering .04 (3.16 and 3.20), but the pastors were also very close as they registered 3.09.

Table 36 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding dealing with student offenses.

TABLE 36. ANOVA Table for the Perceptions of the Pastor's Authority/Responsibility Regarding Dealing With Student Offenses.

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	19.29	9.64	.505	.605
WITHIN	144	2750.11	19.10	$F_{2,144} (.95) = 3.00$	
TOTAL	146	2769.40			

The categorical mean scores are the following:

Pastors	19.73
Principals	19.24
Teachers	20.14

The first null hypothesis stating there would be no significant difference between the perceptions of the pastors

and the principals regarding the pastor's authority/responsibility in dealing with student offenses must be retained. The second null hypothesis stating there would be no significant difference between the perceptions of the pastors and the teachers regarding the pastor's authority/responsibility in dealing with student offenses must be retained. The third null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding the pastor's authority/responsibility in dealing with student offenses must be retained.

Supervision of the Non-Teaching Staff

In Table 37, only one pastor (3.0%) felt the pastor ought to have no authority/responsibility in the area of determining the non-teaching staff. By contrast, ten teachers (12.3%) and six principals (18.2%) perceived the pastor as having no authority/responsibility in this area. The group mean scores for this statement show the pastors and teachers to be very close, with the principals giving considerably less authority/responsibility to the pastor than did either the pastors or teachers. Although not a large percentage, four teachers still felt the pastor ought to have exclusive authority/responsibility in this area.

Table 38 shows a striking similarity in the responses of the pastors and teachers. Only .01 separates the mean scores of these two groups. Perusing the responses of these groups reveals them to be quite similar in three of the five

TABLE 37. Statement 24 - Determination of the personnel needed to effectively operate the school (e.g. secretaries, custodians, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	5	15.2	17	51.5	10	30.3	1	3.0	0	3.12
PRIN	0	----	2	6.1	14	42.4	9	27.3	6	18.2	2	3.61
TEACH	4	4.9	13	16.0	38	46.9	15	18.5	10	12.3	1	3.18

TABLE 38. Statement 25 - Development of job descriptions for the non-teaching staff.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	1	3.0	4	12.1	14	42.4	10	30.3	4	12.1	0	3.36
PRIN	0	----	1	3.0	9	27.3	14	42.4	7	21.2	2	3.87
TEACH	3	3.4	12	14.8	33	40.7	18	22.2	14	17.3	1	3.35

categories. Of interest is the fact that two thirds of the responding principals (67.7%) perceived the pastor as having less than a shared authority/responsibility in this area.

Of immediate notice in Table 39 is the high percentage of individuals who did not respond. And this is true of all three groups. Not since statement 17 had anyone in the pastoral group failed to respond. Before that, the highest percentage of no responses in the pastoral group was 6.1%. For the statement under consideration here, statement 26, 12.1% failed to respond.

Also of significance is the high percentage of respondents in each group who felt the pastor ought to have no authority/responsibility in supervising the secretary. This is especially true of the principals, where 39.4% indicated this. Considering only those principals who responded, 43.3% of them felt this to be true. It is also interesting to note the high percentage in all three groups who felt the pastor should have less than a shared authority/responsibility in this area (42.5% of the pastors, 57.6% of the principals, and 37.0% of the teachers).

Table 40 indicates the responses for the pastors tend to cluster in the two responses "Shared" and "Minor." In the principal and teacher groups this is not true, as the responses are more diverse and spread among more of the alternatives. For all three groups, more than 50% of the respondents are in the responses "Minor" or "No" authority/responsibility (54.5% of the pastors, 60.6% of the principals,

TABLE 39. Statement 26 - Direct supervision of the secretary in routine and special assignments.

AUTHORITY/RESPONSIBILITY													
GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE %	MEAN SCORE	
	1	%	2	%	3	%	4	%	5	%			
PAST	1	3.0	7	21.2	7	21.2	5	15.2	9	27.3	4	12.1	3.48
PRIN	0	----	3	9.1	8	24.2	6	18.2	13	39.4	3	9.1	3.97
TEACH	2	2.5	16	19.8	27	33.3	10	12.3	20	24.7	6	7.4	3.40

TABLE 40. Statement 27 - Direct supervision of the custodian in routine and special assignments.

AUTHORITY/RESPONSIBILITY													
GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		MEAN SCORE		
	1	%	2	%	3	%	4	%	5	%			
PAST	0	----	3	9.1	12	36.4	14	42.4	4	12.1	0	----	3.58
PRIN	2	6.1	3	9.1	6	18.2	11	33.3	9	27.3	2	6.1	3.71
TEACH	2	2.5	12	14.8	20	24.7	21	25.9	24	29.6	2	2.5	3.67

and 55.5% of the teachers). It is interesting to note how similar the mean scores are in all three groups.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility regarding the supervision of the non-teaching staff.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
24.	← Pastors (3.12)	Teachers (3.18)	Principals (3.62) →
25.	← Teachers (3.35)	Pastors (3.36)	Principals (3.87) →
26.	← Teachers (3.40)	Pastors (3.48)	Principals (3.97) →
27.	← Pastors (3.58)	Teachers (3.67)	Principals (3.71) →

It is evident from the above that principals feel the pastor should have somewhat less authority/responsibility in this area. The spread between the mean scores was at times very small; in statement 25 the spread between the mean scores for pastors and teachers demonstrates this.

Table 41 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding the supervision of the non-teaching staff.

The categorical mean scores are the following:

Pastors	14.12
Principals	13.21
Teachers	13.17

TABLE 41. ANOVA Table for the Perceptions of the Pastor's Authority/Responsibility Regarding the Supervision of the Non-Teaching Staff

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	22.51	11.25	.721	.488
WITHIN	144	2246.61	15.60		
TOTAL	146	2269.12			

$F_{2,144} (.95) = 3.00$

The first null hypothesis stating there would be no significant difference between the perceptions of the pastors and the principals regarding the pastor's authority/responsibility in the supervision of the non-teaching staff must be retained. The second null hypothesis stating there would be no significant difference between the perceptions of the pastors and the teachers regarding the pastor's authority/responsibility in the supervision of the non-teaching staff must be retained. The third null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding the pastor's authority/responsibility in the supervision of the non-teaching staff must be retained.

Fiscal Affairs

The bulk of responses in Table 42 fall in the two categories "Shared" and "Minor" authority/responsibility. It is interesting to note the high number of individuals in the teacher and principal groups who indicated the pastor has no authority/responsibility in this area.

TABLE 42. Statement 28 - Recommendations regarding the total annual financial need of the school.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	5	15.2	13	39.4	12	36.4	2	6.1	1	3.34
PRIN	0	----	2	6.1	10	30.3	13	39.4	6	18.2	2	3.74
TEACH	1	1.2	8	9.9	31	38.3	19	23.5	20	24.7	2	3.62

TABLE 43. Statement 29 - Determination of actual equipment and supply needs of the school in comparison to items which might be considered "luxury".

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	1	3.0	11	33.3	18	54.5	2	6.1	1	3.67
PRIN	0	----	1	3.0	3	9.1	14	42.4	13	39.4	2	4.26
TEACH	1	1.2	1	1.2	19	23.5	28	34.6	30	37.0	2	4.08

It is apparent from Table 43 that all groups tend to assign the pastor a shared or lesser amount of authority/responsibility in this area. Of additional interest is the difference found in the percentages responding in the "No" authority/responsibility column. Only 6.1% of the pastors indicated the pastors had no authority/responsibility, but 37.0% of the teachers and 39.4% of the principals indicated this. Combining the last two categories demonstrates that 60.6% of the pastors, 81.8% of the principals, and 71.6% of the teachers assigned either "Minor" or "No" authority/responsibility for the pastor. The mean scores also indicate strong feelings toward limited pastoral authority/responsibility in this area.

As in statement 29, Table 44 indicates all groups feel the pastor's authority/responsibility in this area is limited. The percentages of responses in the last two columns point to this fact, as 69.7% of the pastors, 78.8% of the principals, and 72.8% of the teachers felt the pastor has either "Minor" or "No" authority/responsibility regarding this facet of the school budget. The mean scores also indicate a limited pastoral authority/responsibility in this area.

Although the percentages reported in Table 45 are not large, it is still of interest to note that two principals (6.1%) and three teachers (3.7%) felt the pastor should have exclusive authority/responsibility in the area of teacher salary determination. But, there is also a significant percentage in all three groups who felt the pastor should have

TABLE 44. Statement 30 - Allocation of monies among items within the total school budget.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	2	6.1	7	21.2	14	42.4	9	27.3	1	3.0	3.94
PRIN	0	----	2	6.1	2	6.1	16	48.5	10	30.3	3	9.1	4.13
TEACH	1	1.2	1	1.2	17	21.0	30	37.0	29	35.8	3	3.7	4.09

TABLE 45. Statement 31 - Recommendation of salary schedule for teaching staff.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	7	21.2	12	36.4	8	24.2	5	15.2	1	3.0	3.34
PRIN	2	6.1	3	9.1	15	45.5	8	24.2	3	9.1	2	6.1	3.23
TEACH	3	3.7	11	13.6	32	39.5	21	25.9	12	14.8	2	2.5	3.35

no authority/responsibility in this area. The mean scores are also extremely close, with only .01 separating pastors and teachers.

Of immediate notice in Table 46 is the large percentage of respondents who viewed the pastor as having no authority/responsibility in this area. It is also interesting that 12.1% of the principals failed to respond to this statement. The mean scores are again very similar, as only .13 separates the two furthest apart.

It is immediately apparent in Table 47 that all groups feel the pastor has little involvement in this area, as only two of all the respondents gave the pastors more than a shared authority/responsibility. Considering only the last two responses, "Minor" and "No" authority/responsibility, 81.8% of the pastors, 84.6% of the principals, and 82.7% of the teachers felt these classifications revealed the pastor's authority/responsibility in this area.

The mean scores in Table 48 are again very similar, as only .13 separates the two means furthest apart. Combining responses four and five accounts for more than 70% of all responses (78.8% pastors, 78.8% principals, and 71.6% teachers).

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility regarding fiscal affairs.

TABLE 46. Statement 32 - Recommendation of salary schedule for the non-teaching staff.

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2	MAJOR 3	SHARED 4	MINOR 5	NO 6	NO 7	RESPONSE 8	NO 9	RESPONSE 10	
PAST	1	3.0	6	18.2	10	30.3	6	18.2	0	----	3.42
PRIN	1	3.0	2	6.1	12	36.4	6	18.2	4	12.1	3.55
TEACH	2	2.5	12	14.8	29	35.8	20	24.7	3	3.7	3.50

TABLE 47. Statement 33 - Selection of supplementary instructional materials and equipment (e.g. projectors, audio-visuals, etc.).

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2	MAJOR 3	SHARED 4	MINOR 5	NO 6	NO 7	RESPONSE 8	NO 9	RESPONSE 10	
PAST	0	----	1	3.0	5	15.2	6	18.2	0	----	3.97
PRIN	0	----	0	----	3	9.1	12	36.4	2	6.1	4.29
TEACH	0	----	1	1.2	11	13.6	27	33.3	2	2.5	4.18

TABLE 48. Statement 34 - Selection of non-instructional equipment and supplies (e.g. desks, playground, custodial, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	1	3.0	5	15.2	19	57.6	7	21.2	1	4.00
PRIN	0	----	1	3.0	4	12.1	16	48.5	10	30.3	2	4.13
TEACH	0	----	0	----	20	24.7	30	37.0	28	34.6	3	4.10

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
28.	← Pastors (3.34)	Teachers (3.62)	Principals (3.74) →
29.	← Pastors (3.67)	Teachers (4.08)	Principals (4.26) →
30.	← Pastors (3.94)	Teachers (4.09)	Principals (4.13) →
31.	← Principals (3.23)	Pastors (3.34)	Teachers (3.35) →
32.	← Pastors (3.42)	Teachers (3.50)	Principals (3.55) →
33.	← Pastors (3.97)	Teachers (4.18)	Principals (4.29) →
34.	← Pastors (4.00)	Teachers (4.10)	Principals (4.13) →

With the exclusion of statement 31, the trend is obvious, as the pastors always give themselves more authority/responsibility, but the principals always give them less. But, it must be remembered that in consideration of statement 31, only .12 separates the principals' mean score from the pastors' mean score.

Table 49 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding fiscal affairs.

TABLE 49. ANOVA Table for the Perceptions of the
Pastor's Authority/Responsibility
Regarding Fiscal Affairs

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	29.15	14.58	.352	.704
WITHIN	144	5962.85	48.41	$F_{2,144} (.95) = 3.00$	
TOTAL	146	5992.00			

The categorical mean scores are the following:

Pastors	25.33
Principals	25.12
Teachers	26.11

The first null hypothesis stating there would be no significant difference between the perceptions of the pastors and the principals regarding the pastor's authority/responsibility in fiscal affairs must be retained. The second null hypothesis stating there would be no significant difference between the perceptions of the pastors and the teachers regarding the pastor's authority/responsibility in fiscal affairs must be retained. The third null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding the pastor's authority/responsibility in fiscal affairs must be retained.

Scheduling

It is apparent from the responses of the principals in Table 50, that this group feels the pastor should have little involvement with determining the school calendar. One need only consider that no principal gave a pastor more than a

TABLE 50. Statement 35 - Determining the calendar for the school year.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE	MEAN SCORE
	1	2	3	4	5	6	7	8	9	10		
PAST	0	----	1	3.0	7	21.2	15	45.5	9	27.3	1	4.00
PRIN	0	----	0	----	5	15.2	12	36.4	14	42.4	2	4.29
TEACH	1	1.2	0	----	14	17.3	36	44.4	28	34.6	2	4.14

TABLE 51. Statement 36 - Determining the daily schedule.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE	MEAN SCORE
	1	2	3	4	5	6	7	8	9	10		
PAST	0	----	1	3.0	2	6.1	13	39.4	16	48.5	1	4.38
PRIN	0	----	0	----	0	----	13	39.4	18	54.5	2	4.58
TEACH	1	1.2	0	----	6	7.4	27	33.3	45	55.6	2	4.46

shared authority/responsibility, 42.4% of the principals felt the pastor ought to have no authority/responsibility, and 36.4% felt the pastor ought to have only minor authority/responsibility. Combining these last two categories reveals that 78.8% of the principals felt the pastor's involvement to be minor or less. This opinion held by the principals is also held by the pastors and the teachers. The mean scores of all indicate minor authority/responsibility for the pastor.

In Table 51 all groups overwhelmingly perceive the pastor as having very little authority/responsibility in this area. The mean scores are relatively close and strongly support this. The point is best illustrated with the principals' responses. No principal gave the pastor more than minor authority/responsibility, and 54.5% indicated the pastor had no authority/responsibility.

As in statement 36, Table 52 reveals all groups overwhelmingly felt the pastor has little involvement in this area. The teachers best illustrate this as 77.8% assign the pastor no authority/responsibility in this area. The mean scores also point to this fact as they are all 4.5 or higher, indicative of very little pastoral authority/responsibility. Also, only one respondent, a pastor, gave the pastor more than a shared authority/responsibility.

A substantial percentage of the principals in Table 53 (27.3%) perceived the pastor as having shared authority/responsibility. But, no responding principal felt the pastor

TABLE 52. Statement 37 - Scheduling special events (e.g. field trips, athletic contests, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	1	3.0	0	----	13	39.4	18	54.5	1	4.50
PRIN	0	----	0	----	1	3.0	9	27.3	21	63.6	2	4.65
TEACH	0	----	0	----	2	2.5	13	16.0	63	77.8	3	4.78

TABLE 53. Statement 38 - Determining the frequency and dates of faculty meetings.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	2	6.1	10	30.3	11	33.3	9	27.3	1	3.84
PRIN	0	----	0	----	9	27.3	6	18.2	15	45.5	3	4.20
TEACH	1	1.2	3	3.7	14	17.3	15	18.5	45	55.6	3	4.28

had more authority/responsibility than the shared amount. Of interest is the high percentage of both teachers and principals who felt the pastor ought to have no authority/responsibility. The mean scores of the principals and the teachers are quite close, the difference being .08, but the pastors' mean score is .36 or more away from the other mean scores. In general, all groups perceived the pastor as having little authority/responsibility in this area.

Of immediate notice in Table 54 is the strong similarity between the responses of the pastors and the principals. The mean scores are also identical. Excluding the no response category, only in category four (Minor authority/responsibility) is there any deviation. The teacher group is also very similar in categories one through three, but deviates markedly in four and five. It is obvious that the teachers feel the pastor ought to have no authority/responsibility regarding meeting agenda and the leading of the faculty meeting. Of the three groups, the teachers give pastors the least authority/responsibility, but the mean scores are only separated by .14.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a pastor's authority/responsibility in scheduling.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
35.	← Pastors (4.00)	Teachers (4.14)	Principals (4.29) →

TABLE 54. Statement 39 - Setting the agenda and leading the faculty meetings.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	1	3.0	1	3.0	4	12.1	13	39.4	13	39.4	1	4.13
PRIN	1	3.0	1	3.0	4	12.1	11	33.3	13	39.4	3	4.13
TEACH	2	2.5	5	6.2	11	13.6	13	16.0	48	59.3	2	4.27

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
36.	← Pastors (4.38)	Teachers (4.46)	Principals (4.58) →
37.	← Pastors (4.50)	Principals (4.65)	Teachers (4.78) →
38.	← Pastors (3.84)	Principals (4.20)	Teachers (4.28) →
39.	← Pastors Principals (4.13)		Teachers (4.27) →

The trend is again obvious that the pastors assign themselves more authority/responsibility than do either of the other two groups. It is of interest to note that the teachers have given the least authority/responsibility to the pastors in three of the five statements.

Table 55 is the ANOVA Table for the perceptions of the pastor's authority/responsibility regarding scheduling.

TABLE 55. ANOVA Table for the Perceptions of the Pastor's Authority/Responsibility Regarding Scheduling

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	38.58	19.29	.803	.450
WITHIN	144	3458.09	24.01		
TOTAL	146	3496.67			

$$F_{2,144} (.95) = 3.00$$

The categorical mean scores are the following:

Pastors	20.27
Principals	20.21
Teachers	21.27

The mean scores of pastors and principals are extremely close, a difference of only .06. The mean score of the teachers is 1.0 away from the closer mean score, that of the pastors. However, when summing over five statements, a difference of one point is slight.

The first null hypothesis stating there would be no significant difference between the perceptions of the pastors and the principals regarding the pastor's authority/responsibility in scheduling must be retained. The second null hypothesis stating there would be no significant difference between the perceptions of the pastors and the teachers regarding a pastor's authority/responsibility in scheduling must be retained. The third null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding the pastor's authority/responsibility in scheduling must be retained.

Perceptions of the Principal's Authority/Responsibility Regarding:

Curriculum

It is apparent in Table 56 that all groups feel the principal has a shared authority/responsibility in this area. The pastors overwhelmingly felt this way as their responses all fall in one of these two categories. The mean scores are relatively close, with the pastors and the principals being only .07 units apart.

TABLE 56. Statement 1 - Determining the sequence of instruction for RELIGIOUS subject matter.

AUTHORITY/RESPONSIBILITY													
GROUP	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE %	MEAN SCORE	
	1		2		3		4		5				
PAST	0	----	10	30.3	22	66.7	0	----	0	----	1	3.0	2.69
PRIN	1	3.0	10	30.3	19	57.6	2	6.1	1	3.0	0	----	2.76
TEACH	2	2.5	18	22.2	46	56.8	10	12.3	4	4.9	1	1.2	2.95

TABLE 57. Statement 2 - Determining the materials for instruction of RELIGIOUS subject matter.

GROUP	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE %	MEAN SCORE	
	1		2		3		4		5				
PAST	0	----	5	15.2	24	72.7	3	9.1	0	----	1	3.0	2.94
PRIN	0	----	10	30.3	21	63.6	2	6.1	0	----	0	----	2.76
TEACH	3	3.7	12	14.8	55	67.9	7	8.6	3	3.7	1	1.2	2.94

Table 57 also illustrates that all groups assign the principal a shared or major authority/responsibility in this area. Only 3.7% of the teachers felt the principal should have exclusive authority/responsibility in this area, but 9.1% of the pastors, 6.1% of the principals, and 12.3% of the teachers felt the principal's authority/responsibility ought to be less than shared. The mean scores are again very similar, with the mean scores for pastors and teachers being identical.

Table 58 reveals that a substantial percentage of the pastoral and principal groups (33.3% in each) view the principal as having exclusive authority/responsibility in this area. Of these two groups, only two respondents, both of which were principals, felt the principal ought to have less than a shared authority/responsibility in this area. Interestingly enough, two teachers (2.5%) perceived the principal as having no authority/responsibility in this area.

As indicated in Table 59, all three groups perceived the principal as having no less than a shared authority/responsibility in this area. The mean scores reveal that the pastors again assign more authority/responsibility to the principals than do either of the other two groups.

It is immediately apparent in Table 60 that a high percentage of pastors and principals felt the principal should have exclusive authority/responsibility in this area. It is also of interest that one principal and five teachers felt the principal ought to have no authority/responsibility in

TABLE 58. Statement 3 - Determining the sequence of instruction for SECULAR subject matter.

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2		SHARED 3		MINOR 4		5	NO RESPONSE %	NO RESPONSE %	
PAST	11	33.3	18	54.5	4	12.1	0	----	0	----	1.79
PRIN	11	33.3	13	39.4	7	21.2	2	6.1	0	----	2.00
TEACH	13	16.0	34	42.0	26	32.1	5	6.2	2	2.5	2.36

TABLE 59. Statement 4 - Determining the materials for instruction of SECULAR subject matter.

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2		SHARED 3		MINOR 4		5	NO RESPONSE %	NO RESPONSE %	
PAST	8	24.2	21	63.6	4	12.1	0	----	0	----	1.88
PRIN	10	30.3	14	42.4	8	24.2	1	3.0	0	----	2.00
TEACH	12	14.8	32	39.5	32	39.5	3	3.7	1	1.2	2.36

TABLE 60. Statement 5 - Leading a curriculum study in a secular subject.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	17	51.5	14	42.4	2	6.1	0	----	0	----	0	1.55
PRIN	15	45.5	15	45.5	2	6.1	0	----	1	3.0	0	1.70
TEACH	23	28.4	39	48.1	10	12.3	3	3.7	5	6.2	1	2.10

leading a curriculum study. The mean scores again reflect that pastors assigned more authority/responsibility to the principal than did either of the other two groups.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a principal's authority/responsibility in curriculum.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
1.	← Pastors (2.69)	Principals (2.76)	Teachers (2.95) →
2.	← Principals (2.76)		Pastors Teachers (2.94) →
3.	← Pastors (1.79)	Principals (2.00)	Teachers (2.36) →
4.	← Pastors (1.88)	Principals (2.00)	Teachers (2.36) →
5.	← Pastors (1.55)	Principals (1.70)	Teachers (2.10) →

It ought to be evident from the above that a trend does exist in which the pastor--in four of five instances--gave the principal more authority/responsibility than did the principal assign himself. Also evident is that the teachers generally assigned considerably less authority/responsibility to the principal than did any other group.

Table 61 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding curriculum.

TABLE 61. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding Curriculum

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	99.90	49.95	5.94	.003
WITHIN	144	1210.85	8.41	$F_{2,144} (.95) = 3.00$	
TOTAL	146	1310.75			

The categorical mean scores are the following:

Pastors	11.21
Principals	10.67
Teachers	12.56

In this situation there exists a statistically significant difference between the categorical mean score for the principals and the categorical mean score for the teachers. With a computed p value of .003, there is little likelihood that a type I error was committed, or that the null hypothesis was not retained when it should have been retained. Therefore, the sixth null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding a principal's authority/responsibility in curriculum should not be retained.

The fourth null hypothesis stating there would be no significant difference between the perceptions of the pastors and principals regarding a principal's authority/responsibility in curriculum must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of the pastors and teachers regarding the principal's authority/responsibility in curriculum must be

retained.

Supervision - Teachers

From Table 62 it can be seen that the pastoral group and the principal group are like-minded in this area. Not only are their mean scores identical, but the various percentages for the several possible responses are identical excepting the "Shared" response.

The pastors' responses in Table 63 seem to indicate that as a group pastors do not perceive the principal as having a great deal of authority/responsibility in this area, as no one assigned more than a shared authority/responsibility to the principal. A substantial percentage of teachers (16.0%), however, perceived the principal as having more than a shared authority/responsibility. Three (9.1%) of the principals also gave the principal more than a shared authority/responsibility in this area.

Table 64 indicates that pastors and principals tend to agree on this issue, and assign considerable authority/responsibility to the principal. The teachers, however, have a substantial percentage of responses in all categories. It is interesting to note that 11.1% of the teachers felt the principal ought to have no authority/responsibility in this area.

Although a column by column analysis of Table 65 would not demonstrate that the pastors and principals agree in this area, the mean scores for the two groups are identical. By contrast, almost half of a point (.46) separates

TABLE 62. Statement 6 - Before extending a Call, defining the areas of responsibility for the new teacher.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	2	6.1	28	84.8	2	6.1	1	3.0	0	----	3.06
PRIN	0	----	2	6.1	27	81.8	2	6.1	1	3.0	1	3.0	3.06
TEACH	2	2.5	24	29.6	41	50.6	8	9.9	4	4.9	2	2.5	2.85

TABLE 63. Statement 7 - Recommendation to the congregation concerning the teacher to whom the Call is extended (e.g. suggest names, abilities, characteristics, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	0	----	16	48.5	9	27.3	7	21.2	1	3.0	3.72
PRIN	0	----	3	9.1	19	57.6	5	15.2	5	15.2	1	3.0	3.38
TEACH	3	3.7	10	12.3	32	39.5	19	23.5	11	13.6	6	7.4	3.33

TABLE 64. Statement 8 - Teacher evaluation through classroom observation and regular conference.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		5	NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%			%	
PAST	5	15.2	18	54.5	6	18.2	3	9.1	1	3.0	0	2.30
PRIN	7	21.2	17	51.5	3	9.1	4	12.1	1	3.0	1	2.22
TEACH	17	21.0	27	33.3	13	16.0	15	18.5	9	11.1	0	2.65

TABLE 65. Statement 9 - Inservice training - provisions for improvement of teacher ability.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		5	NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%			%	
PAST	8	24.2	19	57.6	3	9.1	3	9.1	0	----	0	2.03
PRIN	12	36.4	12	36.4	4	12.1	3	9.1	1	3.0	1	2.03
TEACH	19	23.5	28	34.6	14	17.3	13	16.0	6	7.4	1	2.49

the mean of the teachers' score from the mean scores of the pastors and principals.

The majority of pastor and principal responses in Table 66 (54.5%) are grouped in the "Shared" column. A substantially lesser percentage of teachers (35.8%) felt the principal's authority/responsibility was to be shared. The mean scores reveal the pastors as assigning the principals more authority/responsibility in this area than do either of the other two groups. The mean scores of the teachers and principals are very close (.07 units apart). Column by column the principals and teachers are similar in their perceptions, with the greatest difference in percentage being found in the "Major" authority/responsibility column.

Although only a limited number of each group in Table 67 felt the principal ought to have exclusive authority/responsibility in this area, a very high percentage of each group felt the principal should have a shared or major authority/responsibility. Very few principals or pastors felt the principal should have less than a shared authority/responsibility, but 14.8% of the teachers indicated the principal's authority/responsibility as being something less than shared.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a principal's authority/responsibility in the supervision of teachers.

TABLE 66. Statement 10 - Maintenance and enforcement of congregational standards of conduct.

GROUP	AUTHORITY/RESPONSIBILITY									
	EXCLUSIVE 1	MAJOR 2	SHARED 3	MINOR 4	5	NO %	RESPONSE %	MEAN SCORE		
PAST	1	7	18	6	0	----	1	2.91	3.0	
PRIN	1	3	18	7	4	12.1	0	3.36	----	
TEACH	3	15	29	20	12	14.8	2	3.29	2.5	

TABLE 67. Statement 11 - Maintenance and enforcement of professional standards of conduct.

GROUP	AUTHORITY/RESPONSIBILITY									
	EXCLUSIVE 1	MAJOR 2	SHARED 3	MINOR 4	5	NO %	RESPONSE %	MEAN SCORE		
PAST	1	15	15	1	0	----	1	2.50	3.0	
PRIN	2	18	12	0	1	3.0	0	2.39	----	
TEACH	7	30	30	6	6	7.4	2	2.67	2.5	

ITEM	AUTHORITY/RESPONSIBILITY	
	More	Less
6.	Teachers (2.85)	Pastors Principals (3.06)
7.	Teachers (3.33)	Principals (3.38) Pastors (3.72)
8.	Principals (2.22)	Pastors (2.30) Teachers (2.65)
9.	Pastors Principals (2.03)	Teachers (2.49)
10.	Pastors (2.91)	Teachers (3.29) Principals (3.36)
11.	Principals (2.39)	Pastors (2.50) Teachers (2.67)

The above continua demonstrate no evident trend. Seemingly the perceptions are very much dependent upon the individual statements.

Table 68 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding the supervision of teachers.

The categorical mean scores are the following:

Pastors	16.06
Principals	16.24
Teachers	16.79

TABLE 68. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding the Supervision of Teachers

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	15.38	7.69	.469	.627
WITHIN	144	2361.37	16.40	$F_{2,144} (.95) = 3.00$	
TOTAL	146	2376.75			

The fourth null hypothesis stating there would be no significant difference between the perceptions of the pastors and principals regarding a principal's authority/responsibility in the supervision of teachers must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of the pastors and teachers regarding a principal's authority/responsibility in the supervision of teachers must be retained. The sixth null hypothesis stating there would be no significant difference between the perceptions of principals and teachers regarding a principal's authority/responsibility must be retained.

Supervision - Students

A large majority of each group in Table 69 perceived the principal as having a shared authority/responsibility in this area. An additional portion of the teachers and the principals viewed the principal as having major authority/responsibility. Very few of all respondents (three teachers) felt the principal ought to have exclusive authority/responsibility in this area. In addition, considering all three groups, only one teacher felt the principal ought

TABLE 69. Statement 12 - Establishing policies for admission.

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2		SHARED 3		MINOR 4		5	NO RESPONSE %	NO RESPONSE %	
PAST	0	----	1	3.0	25	75.8	7	21.2	0	----	3.18
PRIN	0	----	8	24.2	21	63.6	4	12.1	0	----	2.88
TEACH	3	3.7	19	23.5	48	59.3	10	12.3	1	1.2	2.78

TABLE 70. Statement 13 - Assigning entering students to grade levels.

GROUP	AUTHORITY/RESPONSIBILITY										MEAN SCORE
	EXCLUSIVE 1	MAJOR 2		SHARED 3		MINOR 4		5	NO RESPONSE %	NO RESPONSE %	
PAST	14	42.4	15	45.5	3	9.1	1	3.0	0	----	1.73
PRIN	12	36.4	18	54.5	1	3.0	2	6.1	0	----	1.79
TEACH	21	25.9	45	55.6	11	13.6	1	1.2	2	2.5	1.98

to have no authority/responsibility. This is also the first statement in which 100% of the respondents checked an item.

A substantial percentage (at least 25%) of each group in Table 70 perceived this as an area of exclusive authority/responsibility for the principal. Of the remaining responses, 45.5% of the pastors and more than 50% of both teachers and principals felt this to be an area of major authority/responsibility for the principal. Overwhelmingly the three groups felt this was an area of extensive principal authority/responsibility. The mean scores also reflect this opinion.

The mean scores recorded in Table 71 indicate that all groups perceive this to be an area of considerable principal authority/responsibility. 24.2% of the pastors and principals, and 25.9% of the teachers felt this to be in the exclusive domain of the principal. Of the remaining responses, more than 50% of both pastors and principals felt this to be a major authority/responsibility of the principal.

Table 72 indicates the majority of all groups perceive this to be an area of shared authority/responsibility for the principal. Yet, a fairly large portion (33.3%) of both principals and teachers viewed this as a major authority/responsibility for the principal. None of the pastors and very few of the principals (6.1%) or teachers (6.1%) viewed this as an area of less than a shared authority/responsibility for the principal.

It is evident that a majority of each group in Table 73 felt the principal should play a major role in this area. Only two teachers felt the principal should have no

TABLE 71. Statement 14 - Determining policies for grading and reporting student progress.

AUTHORITY/RESPONSIBILITY													
GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE %	MEAN SCORE	
	1	%	2	%	3	%	4	%	5	%			
PAST	8	24.2	17	51.5	7	21.2	0	----	1	3.0	0	----	2.06
PRIN	8	24.2	19	57.6	5	15.2	1	3.0	0	----	0	----	1.97
TEACH	21	25.9	28	34.6	28	34.6	1	1.2	2	2.5	1	1.2	2.19

TABLE 72. Statement 15 - Establishing codes of student conduct and dress.

AUTHORITY/RESPONSIBILITY												
GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	4	12.1	29	87.9	0	----	0	----	0	2.88
PRIN	3	9.1	11	33.3	17	51.5	2	6.1	0	----	0	2.55
TEACH	4	4.9	27	33.3	44	54.3	4	4.9	1	1.2	1	2.64

TABLE 73. Statement 16 - Establishing graduation requirements.

GROUP	AUTHORITY/RESPONSIBILITY												
	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE %		MEAN SCORE
	1		2		3		4		5				
PAST	5	15.2	16	48.5	10	30.3	2	6.1	0	----	0	----	2.27
PRIN	6	18.2	12	36.4	12	36.4	2	6.1	0	----	1	3.0	2.31
TEACH	8	9.9	39	48.1	27	33.3	2	2.5	2	2.5	3	3.7	2.37

TABLE 74. Statement 17 - Maintaining student records (e.g. what records should be kept; methods of recording; ect.).

GROUP	AUTHORITY/RESPONSIBILITY												
	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE %	MEAN SCORE	
PAST	18	54.5	12	36.4	1	3.0	1	3.0	1	3.0			0
PRIN	18	54.5	12	36.4	3	9.1	0	-----	0	-----	0	-----	1.55
TEACH	38	46.9	30	37.0	7	8.6	5	6.2	0	-----	1	1.2	1.74

authority/responsibility in the establishment of graduation requirements.

The mean scores are very similar in Table 74, but the greatest similarity seems to be found in the various columns as the responses across the groups are very similar. It is also obvious from the mean scores and from the heavy percentage of responses found in the exclusive and major columns, that in this area all groups perceive a considerable amount of authority/responsibility for the principal.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a principal's authority/responsibility in the supervision of students.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
12.	← Teachers (2.78)	Principals (2.88)	Pastors (3.18) →
13.	← Pastors (1.73)	Principals (1.79)	Teachers (1.98) →
14.	← Principals (1.97)	Pastors (2.06)	Teachers (2.19) →
15.	← Principals (2.55)	Teachers (2.64)	Pastors (2.88) →
16.	← Pastors (2.27)	Principals (2.31)	Teachers (2.37) →
17.	← Principals (1.55)	Pastors (1.64)	Teachers (1.74) →

The above continua demonstrate no evident trend. Seemingly the responses are dependent upon the statement.

Table 75 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding the supervision of students.

TABLE 75. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding the Supervision of Students

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	12.18	6.09	.588	.557
WITHIN	144	1492.48	10.36	$F_{2,144} (.95) = 3.00$	
TOTAL	146	1504.66			

The categorical mean scores are the following:

Pastors	12.97
Principals	13.79
Teachers	13.56

The fourth null hypothesis stating there would be no significant difference between the perceptions of pastors and principals regarding a principal's authority/responsibility in the supervision of students must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of pastors and teachers regarding a principal's authority/responsibility in the supervision of students must be retained. The difference between the perceptions of principals and teachers regarding a principal's authority/responsibility in the supervision of students must be retained.

Dealing with Student Offenses

It is evident in Table 76 that all three groups perceive the principal as having at least a shared authority/responsibility in this area. Almost ten percent of both the principal and teacher groups viewed the principal as having exclusive authority/responsibility, but only one pastor concurred with this. The mean scores of all three groups are very close, with the pastor and principal groups having the identical score. However, although the mean scores are identical, the responses for each group are spread differently over the five alternatives. It is important to note that no respondent felt the principal ought to have no authority/responsibility in this area.

Apparent from Table 77 is that all groups perceive the principal as being active in this area. Less than ten percent of both pastors and teachers, and only three percent of the principals, felt the principal ought to have a minor authority/responsibility or less. But, very few respondents in any group felt the principal should have exclusive authority/responsibility. The bulk of the responses were relatively evenly spread between the "Major" and "Shared" columns.

According to Table 78, very few of the respondents in the pastor or teacher groups perceived the principal as having less than a shared authority/responsibility. Although not significant, it is interesting that two teachers felt the principal should have no authority/responsibility in this area.

TABLE 76. Statement 18 - Disciplining a misbehaving student
(e.g. stealing, excessive verbal or physical abuse).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %		NO RESPONSE %		MEAN SCORE
	1		2		3		4		5				
PAST	1	3.0	19	57.6	11	33.3	2	6.1	0	----	0	----	2.42
PRIN	3	9.1	14	42.4	15	45.5	1	3.0	0	----	0	----	2.42
TEACH	8	9.9	29	35.8	37	45.7	6	7.4	0	----	1	1.2	2.51

TABLE 77. Statement 19 - Disciplining repeat offenders
where the need may arise to take the problem to the next
level of authority (e.g. repeated stealing, repeated bad
language, repeated fighting, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %		NO RESPONSE %		MEAN SCORE
	1		2		3		4		5				
PAST	1	3.0	13	39.4	15	45.5	3	9.1	0	----	1	3.0	2.63
PRIN	2	6.1	15	45.5	15	45.5	1	3.0	0	----	0	----	2.45
TEACH	6	7.4	33	40.7	35	43.2	5	6.2	0	----	2	2.5	2.49

TABLE 78. Statement 20 - Handling individual classroom problems when the trouble goes beyond the control of the classroom teacher and requires the involvement of another party.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %		NO RESPONSE %		MEAN SCORE
	1		2		3		4		5				
PAST	3	9.1	21	63.6	8	24.2	1	3.0	0	----	0	----	2.21
PRIN	5	15.2	18	54.5	10	30.3	0	----	0	----	0	----	2.15
TEACH	11	13.6	42	51.9	22	27.2	3	3.7	2	2.5	1	1.2	2.29

TABLE 79. Statement 21 - Disciplining repeat offenders in the situation identified in no. 20 above (e.g. discipline invoked in no. 20 is insufficient and the next level of discipline is required).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %		NO RESPONSE %		MEAN SCORE
	1		2		3		4		5				
PAST	1	3.0	9	27.3	19	57.6	3	9.1	0	----	1	3.0	2.75
PRIN	1	3.0	9	27.3	21	63.6	2	6.1	0	----	0	----	2.73
TEACH	8	9.9	29	35.8	38	46.9	2	2.5	2	2.5	2	2.5	2.51

Less than ten percent of each group in Table 79 felt the principal should have less than a shared authority/responsibility, with 2.5% of the teachers indicating the principal should have no authority/responsibility. As one peruses the responses of the pastors and principals, it is interesting to note how similar the responses are in a column by column analysis. The mean scores for each of these two groups would lend support to the notion of similarity. Although all groups felt the principal should have considerable authority/responsibility, very few respondents felt the principal should have exclusive authority/responsibility.

Table 80 seems to reveal relative consensus among the pastors concerning this issue, as all of the pastoral responses fell in one of two categories, with 84.8% of these falling in the shared category. It is evident that all groups feel the principal should have considerable authority/responsibility in this area, but yet very few respondents feel the principal should have exclusive authority/responsibility.

Table 81 would indicate that all three groups tend to view this as an area of shared authority/responsibility for the principal. Only one pastor felt the principal ought to have major authority/responsibility, whereas substantial percentages of principals and teachers felt the principal ought to have major authority/responsibility.

The following continua are intended to illustrate trends in the statement mean scores for each group relative

TABLE 80. Statement 22 - Deciding to suspend a student.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	RESPONSE	%	
PAST	0	----	5	15.2	28	84.8	0	----	0	----	0	----	2.85
PRIN	1	3.0	9	27.3	20	60.6	3	9.1	0	----	0	----	2.76
TEACH	4	4.9	27	33.3	45	55.6	3	3.7	2	2.5	0	----	2.65

TABLE 81. Statement 23 - Deciding to expel a student.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%	RESPONSE	%	
PAST	0	----	1	3.0	28	84.8	2	6.1	2	6.1	0	----	3.15
PRIN	0	----	7	21.2	23	69.7	3	9.1	0	----	0	----	2.88
TEACH	3	3.7	21	25.9	51	63.0	4	4.9	2	2.5	0	----	2.77

to a principal's authority/responsibility regarding dealing with student offenses.

ITEM	AUTHORITY/RESPONSIBILITY	
	More	Less
18.	Pastors Principals (2.42)	Teachers (2.51)
19.	Principals (2.45)	Teachers (2.49)
20.	Principals (2.15)	Pastors (2.21)
21.	Teachers (2.51)	Principals (2.73)
22.	Teachers (2.65)	Principals (2.76)
23.	Teachers (2.77)	Principals (2.88)

It is evident from the above that in many instances the teachers assign more authority/responsibility to the principal than do the principals assign themselves. Only in one instance above is it not true that the pastors assign less authority/responsibility to the principals than do the principals assign themselves.

Table 82 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding dealing with student offenses.

TABLE 82. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding Dealing with Student Offenses

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	15.82	7.91	.941	.393
WITHIN	144	1211.01	8.41	$F_{2,144} (.95) = 3.00$	
TOTAL	146	1226.83			

The categorical mean scores are the following:

Pastors	15.39
Principals	15.85
Teachers	15.04

The fourth null hypothesis stating there would be no significant difference between the perceptions of the pastors and the principals regarding a principal's authority/responsibility in dealing with student offenses must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of pastors and teachers regarding a principal's authority/responsibility in dealing with student offenses must be retained. The sixth null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding a principal's authority/responsibility in dealing with student offenses must be retained.

Supervision of the Non-Teaching Staff

The mean scores in Table 83 are all similar and indicate that each group perceives the principal as having a shared authority/responsibility in this area. This is

TABLE 83. Statement 24 - Determination of the personnel needed to effectively operate the school (e.g. secretaries, custodians, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %		NO RESPONSE %		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	0	----	6	18.2	18	54.5	8	24.2	0	----	1	3.0	3.06
PRIN	2	6.1	8	24.2	15	45.5	6	18.2	2	6.1	0	----	2.94
TEACH	4	4.9	13	16.0	40	49.4	19	23.5	4	4.9	1	1.2	3.06

TABLE 84. Statement 25 - Development of job descriptions for the non-teaching staff.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1 %		MAJOR 2 %		SHARED 3 %		MINOR 4 %		NO 5 %		NO RESPONSE %		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	2	6.1	5	15.2	15	45.5	7	21.2	3	9.1	1	3.0	3.13
PRIN	5	15.2	8	24.2	12	36.4	6	18.2	2	6.1	0	----	2.76
TEACH	5	6.2	13	16.0	37	45.7	20	24.7	5	6.2	1	1.2	3.09

supported by the fact that 54.5% of the pastors, 45.5% of the principals, and 49.4% of the teachers perceived the principal as having shared authority/responsibility. Although substantial percentages of respondents perceived the principal as having a major authority/responsibility, relatively large percentages also perceived the principal as having minor authority/responsibility.

Comparing the percentages for pastoral responses and teacher responses in Table 84 reveals them to be very similar in each statement. The mean scores of these two groups are also very similar. Although in all groups the most often selected column was the shared column, many respondents from each group selected the major column as well as many who selected the minor column. More than five percent in each group felt this area required no authority/responsibility for the principal. It is also interesting that 15.2% of the principals felt this area was under the exclusive authority/responsibility of the principal.

Of immediate notice in Table 85 is the relatively high number of non-respondents, especially among pastors where 15.2% did not respond. Among those who did respond, however, the responses are so spread that there is a relatively large number of responses in each column.

It is apparent from Table 86 that none of the groups has a consensus relative to this area as the responses are generally spread over the middle three columns.

The following continua are intended to illustrate trends in the statement mean scores for each group relative

TABLE 85. Statement 26 - Direct supervision of the secretary in routine and special assignments.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	6	18.2	6	18.2	8	24.2	5	15.2	3	9.1	5	15.2	2.75
PRIN	7	21.2	9	27.3	7	21.2	4	12.1	4	12.1	2	6.1	2.66
TEACH	10	12.3	20	24.7	26	32.1	11	13.6	7	8.6	7	8.6	2.80

TABLE 86. Statement 27 - Direct supervision of the custodian in routine and special assignments.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	2	6.1	10	30.3	13	39.4	7	21.2	0	----	1	3.0	2.78
PRIN	4	12.1	9	27.3	7	21.2	10	30.3	2	6.1	1	3.0	2.91
TEACH	6	7.4	24	29.6	22	27.2	16	19.8	10	12.3	3	3.7	3.00

to a principal's authority/responsibility regarding the supervision of the non-teaching staff.

ITEM	AUTHORITY/RESPONSIBILITY	
	More	Less
24.	← Principals (2.94) →	Pastors (3.06) Teachers (3.06) →
25.	← Principals (2.76) Teachers (3.09) →	Pastors (3.13) →
26.	← Principals (2.66) Pastors (2.75) →	Teachers (2.80) →
27.	← Pastors (2.78) Principals (2.91) →	Teachers (3.00) →

The only trends evident from the above involve the principals tending to give themselves more authority/responsibility in this area. However, the teachers tend to assign less authority/responsibility to the principals.

Table 87 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding the supervision of the non-teaching staff.

TABLE 87. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding the Supervision of the Non-Teaching Staff

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	9.69	4.84	.380	.684
WITHIN	144	1833.14	12.73		
TOTAL	146	1842.83			

$$F_{2,144} (.95) = 3.00$$

The categorical mean scores are the following:

Pastors	11.00
Principals	11.03
Teachers	11.53

The fourth null hypothesis stating there would be no significant difference between the perceptions of the pastors and the principals regarding a principal's authority/responsibility in the supervision of the non-teaching staff must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of the pastors and the teachers regarding a principal's authority/responsibility in the supervision of the non-teaching staff must be retained. The sixth null hypothesis stating there would be no significant difference between the perceptions of the principals and the teachers regarding the principal's authority/responsibility in the supervision of the non-teaching staff must be retained.

Fiscal Affairs

In Table 88, the mean scores of the teacher and principal groups are equal. Both of these groups also have very similar percentages in each of the five columns. Comparing the responses of these two groups to the responses of the pastors' group indicates that the pastors tend to give less authority/responsibility to the principals than do either of the two groups. It is also noteworthy that relatively large percentages of pastors and principals felt the principal should have only minor authority/responsibility in this area.

TABLE 88. Statement 28 - Recommendations regarding the total annual financial need of the school.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	2	6.1	13	39.4	12	36.4	6	18.2	0	----	0	----	2.67
PRIN	5	15.2	14	42.4	10	30.3	4	12.1	0	----	0	----	2.39
TEACH	10	12.3	35	43.2	28	34.6	5	6.2	1	1.2	2	2.5	2.39

TABLE 89. Statement 29 - Determination of actual equipment and supply needs of the school in comparison to items which might be considered "luxury".

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE		MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		%	
PAST	2	6.1	16	48.5	13	39.4	2	6.1	0	----	0	----	2.45
PRIN	12	36.4	14	42.4	6	18.2	1	3.0	0	----	0	----	1.88
TEACH	13	16.0	44	54.3	20	24.7	2	2.5	0	----	2	2.5	2.14

Table 89 indicates a large percentage of principals feel this area to be in the exclusive domain of the principal, whereas neither of the other groups would support this. But, slightly more than 20% of the principals also felt the principal's authority/responsibility ought to be something less than major. More than half of the teachers (54.3%) felt the principal ought to have major authority/responsibility in this area.

If each of the five columns in Table 90 are considered independently, it can be seen that a considerable gap seems to exist between the pastors and principals. Comparatively speaking, the principals always give themselves more authority/responsibility than do the pastors give the principals. The teachers generally tend to stand midway between the other two groups. The mean scores support this observation.

Across the three groups in Table 91, it is quite evident that very few respondents feel the principal should have more than a shared authority/responsibility in this area. There are also substantial percentages in all three groups which feel the principal has no authority/responsibility in this matter. The mean scores are all relatively close and lean toward a minor authority/responsibility for the principal.

Three percent or less of each group in Table 92 felt the principal should have more than a shared authority/responsibility in this matter. It is easily seen that all groups perceive the principal's authority/responsibility as

TABLE 90. Statement 30 - Allocation of monies among items within the total school budget.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	4	12.1	15	45.5	9	27.3	4	12.1	1	3.0	0	2.48
PRIN	8	24.2	19	57.6	4	12.1	2	6.1	0	-----	0	2.00
TEACH	15	18.5	40	49.4	17	21.0	7	8.6	0	-----	2	2.20

TABLE 91. Statement 31 - Recommendation of salary schedule for teaching staff.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	-----	1	3.0	10	30.3	11	33.3	10	30.3	1	3.94
PRIN	1	3.0	0	-----	14	42.4	10	30.3	8	24.2	0	3.73
TEACH	1	1.2	3	3.7	28	34.6	23	28.4	23	28.4	3	3.82

TABLE 92. Statement 32 - Recommendation of salary schedule for the non-teaching staff.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	0	----	1	3.0	8	24.2	9	27.3	13	39.4	2	4.10
PRIN	0	----	1	3.0	9	27.3	9	27.3	12	36.4	2	4.03
TEACH	1	1.2	1	1.2	25	30.9	15	18.5	36	44.4	3	4.08

TABLE 93. Statement 33 - Selection of supplementary instructional materials and equipment (e.g. projectors, audio-visuals, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	2	6.1	23	69.7	6	18.2	2	6.1	0	----	0	2.24
PRIN	7	21.2	20	60.6	6	18.2	0	----	0	----	0	1.97
TEACH	8	9.9	42	51.9	25	30.9	3	3.7	1	1.2	2	2.33

more minor. This is nowhere better indicated than in the "No" authority/responsibility column. For each of the three groups this column received the highest percentage of respondents. The mean scores for each group are very close and indicate minor authority/responsibility for the principal.

It is quickly apparent from Table 93 that the principals feel they should have considerable authority/responsibility in this matter. Not one principal gave the principal less than a shared authority/responsibility. The other two groups would basically agree with the principals except in the exclusive column. The mean scores support the major authority/responsibility given the principal by all groups.

In Table 94, all groups tend to assign a more major authority/responsibility to the principal. Very few of the respondents in any group gave the principal less than a shared authority/responsibility.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a principal's authority/responsibility regarding fiscal affairs.

ITEM	AUTHORITY/RESPONSIBILITY	
	More	Less
28.	Teachers Principals (2.39)	Pastors (2.67)
29.	Principals (1.88)	Teachers (2.14)
		Pastors (2.45)

TABLE 94. Statement 34 - Selection of non-instructional equipment and supplies (e.g. desks, playground, custodial, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	1	3.0	20	60.6	10	30.3	1	3.0	1	3.0	0	2.42
PRIN	4	12.1	18	54.5	9	27.3	2	6.1	0	----	0	2.27
TEACH	7	8.6	37	45.7	27	33.3	5	6.2	3	3.7	2	2.49

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
30.	← Principals (2.00)	Teachers (2.20)	Pastors (2.48) →
31.	← Principals (3.73)	Teachers (3.82)	Pastors (3.94) →
32.	← Principals (4.03)	Teachers (4.08)	Pastors (4.10) →
33.	← Principals (1.97)	Pastors (2.24)	Teachers (2.33) →
34.	← Principals (2.27)	Pastors (2.42)	Teachers (2.49) →

The preceding is evidence of a trend indicating the principals give themselves more authority/responsibility, whereas the pastors tend to give the principal less authority/responsibility. It is also evident that teachers tend to stand between principals and pastors in this area. It must also be realized that in many cases the spread between the mean scores which are being considered is small and relatively inconsequential. But, nonetheless, a trend does exist.

Table 95 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding fiscal affairs.

The categorical mean scores are the following:

Pastors	18.03
Principals	19.94
Teachers	18.88

TABLE 95. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding Fiscal Affairs

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	60.56	30.28	1.78	.172
WITHIN	144	2447.61	16.99	$F_{2,144} (.95) = 3.00$	
TOTAL	146	2508.17			

Although the mean scores are not as close as they have been in other sections, they are still too close to have a significant difference. The fourth null hypothesis stating there would be no significant difference between the perceptions of pastors and principals regarding a principal's authority/responsibility in fiscal affairs must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of pastors and teachers regarding a principal's authority/responsibility in fiscal affairs must be retained. The sixth null hypothesis stating there would be no significant difference between the perceptions of principals and teachers regarding a principal's authority/responsibility in fiscal affairs must be retained.

Scheduling

In Table 96, all groups tend to perceive the principal as having a considerable amount of authority/responsibility in this area. More than 30% of both the pastors and the principals even felt the principal should have exclusive authority/responsibility. The low mean scores also reflect the extensive authority/responsibility each group assigned

TABLE 96. Statement 35 - Determining the calendar for the school year.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	10	30.3	17	51.5	5	15.2	1	3.0	0	----	0	1.91
PRIN	12	36.4	17	51.5	4	12.1	0	----	0	----	0	1.76
TEACH	14	17.3	47	58.0	14	17.3	3	3.7	1	1.2	2	2.11

TABLE 97. Statement 36 - Determining the daily schedule.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE 1		MAJOR 2		SHARED 3		MINOR 4		NO 5		NO RESPONSE %	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	11	33.3	16	48.5	4	12.1	1	3.0	1	3.0	0	1.94
PRIN	14	42.4	15	45.5	4	12.1	0	----	0	----	0	1.70
TEACH	18	22.2	25	30.9	25	30.9	8	9.9	2	2.5	3	2.37

the principal.

From Table 97 it is quickly realized that many principals feel they should have extensive authority/responsibility in this area, as 87.9% of the principals assigned either major or exclusive authority/responsibility to their position. The pastors tended to view the area in a similar manner, except they did not indicate as strong a feeling in the exclusive authority/responsibility column. Across all columns the teachers are more reluctant to give the principal more authority/responsibility. It is noteworthy that even 9.9% of the teachers felt the principal should have minor authority/responsibility in this matter. The mean scores demonstrate this difference, as the teachers had the highest mean score which is indicative of the least authority/responsibility assigned.

According to Table 98, all three groups tended to feel the principal should have at least a shared authority/responsibility in this area. However, a substantial percentage of teachers (14.8%) felt the principal should have no more than a minor authority/responsibility. The mean score for the teachers' group reflects this as it is considerably higher than either of the other two groups, thus indicating a lesser amount of authority/responsibility for the principal.

In Table 99, all three groups tended to view the principal as having considerable authority/responsibility in this area. A large percentage of each group (27.3% of the pastors, 42.4% of the principals, and 33.3% of the teachers) felt the

TABLE 98. Statement 37 - Scheduling special events (e.g. field trips, athletic contests, etc.).

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE %		MEAN SCORE
	1	2	3	4	5	6	7	8	9	10	11	12	
PAST	8	24.2	17	51.5	6	18.2	0	----	2	6.1	0	----	2.12
PRIN	13	39.4	12	36.4	5	15.2	2	6.1	1	3.0	0	----	1.97
TEACH	18	22.2	22	27.2	27	33.3	9	11.1	3	3.7	2	2.5	2.46

TABLE 99. Statement 38 - Determining the frequency and dates of faculty meetings.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE %		MAJOR %		SHARED %		MINOR %		NO %		NO RESPONSE %		MEAN SCORE
	1	2	3	4	5	6	7	8	9	10	11	12	
PAST	9	27.3	10	30.3	12	36.4	1	3.0	1	3.0	0	----	2.24
PRIN	14	42.4	9	27.3	9	27.3	0	----	0	----	1	3.0	1.79
TEACH	27	33.3	22	27.2	25	30.9	2	2.5	2	2.5	3	3.7	2.10

principal should have exclusive authority/responsibility. None of the responding principals and only a few of the pastors or teachers felt the principal should have less than a shared authority/responsibility. The mean scores indicate that the principal feels he should have considerably more authority/responsibility than do either of the other groups. This is also apparent from the high percentage of principal responses in the "Exclusive" column, as well as the fact that no principal gave less than a shared authority/responsibility to his position.

It is apparent from Table 100 that a strong majority of each group felt the principal should have at least a major authority/responsibility in this area. Very few respondents in any of the three groups felt the principal should have minor or less authority/responsibility.

The following continua are intended to illustrate trends in the statement mean scores for each group relative to a principal's authority/responsibility regarding scheduling.

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
35.	← Principals (1.76)	Pastors (1.91)	Teachers (2.11) →
36.	← Principals (1.70)	Pastors (1.94)	Teachers (2.37) →
37.	← Principals (1.97)	Pastors (2.12)	Teachers (2.46) →

TABLE 100. Statement 39 - Setting the agenda and leading the faculty meetings.

AUTHORITY/RESPONSIBILITY

GROUP	EXCLUSIVE		MAJOR		SHARED		MINOR		NO		NO RESPONSE	MEAN SCORE
	1	%	2	%	3	%	4	%	5	%		
PAST	11	33.3	16	48.5	4	12.1	1	3.0	1	3.0	0	1.94
PRIN	15	45.5	11	33.3	4	12.1	1	3.0	1	3.0	1	1.81
TEACH	36	44.4	24	29.6	13	16.0	4	4.9	2	2.5	2	1.87

ITEM	AUTHORITY/RESPONSIBILITY		
	More		Less
38.	← Principals (1.79)	Teachers (2.10)	Pastors (2.24) →
39.	← Principals (1.81)	Teachers (1.87)	Pastors (1.94) →

This category involved two different areas of scheduling: scheduling of school-related activities and scheduling of faculty meetings. In the first category, items 35-37, the trend is evident that teachers assign the least authority/responsibility to the principal. For the final two items, the trend is different, as in this latter situation the pastors assign the least authority/responsibility to the principal. For all items in this section, the principal assigns the most authority/responsibility to his position.

Table 101 is the ANOVA Table for the perceptions of the principal's authority/responsibility regarding scheduling.

TABLE 101. ANOVA Table for the Perceptions of the Principal's Authority/Responsibility Regarding Scheduling

SOURCE	df	Sum of Squares	Mean Squares	F Ratio	P Value
BETWEEN	2	62.71	31.35	2.69	.072
WITHIN	144	1680.57	11.67	$F_{2,144} (.95) = 3.00$	
TOTAL	146	1743.28			

The categorical mean scores are the following:

Pastors	8.97
Principals	10.15
Teachers	10.60

Although the mean scores are relatively spread out, still there exists no significant difference between any of the means. The fourth null hypothesis stating there would be no significant difference between the perceptions of pastors and principals regarding a principal's authority/responsibility in scheduling must be retained. The fifth null hypothesis stating there would be no significant difference between the perceptions of pastors and teachers regarding a principal's authority/responsibility in scheduling must be retained. The sixth null hypothesis stating there would be no significant difference between the perceptions of principals and teachers regarding a principal's authority/responsibility in scheduling must be retained.

Comparison of Categorical Mean Scores

The following tables contain the categorical mean scores and will provide a basis for comparison of these scores. The comparison will be done by noting the difference between the mean scores of the pastor's authority/responsibility and the mean scores of the principal's authority/responsibility. The perceptions of each of the three groups--pastors, principals, and teachers--will be considered independently. The listed mean scores will be the

scores from the seven categories of interest, and will be identified in the following fashion: I - Curriculum, II - Supervision of Teachers, III - Supervision of Students, IV - Dealing with Student Offenses, V - Supervision of the Non-Teaching Staff, VI - Fiscal Affairs, and VII - Scheduling.

Pastors' Perceptions of
Pastor and Principal

Table 102 indicates the pastors' perceptions of a pastor's authority/responsibility and of a principal's authority/responsibility. The scores are reported as categorical mean scores. If the number appearing on the "Difference" line is positive, this indicates more authority/responsibility for the principal. If the number is negative, more authority/responsibility for the pastor is indicated.

It can be seen from Table 102 that in every category the pastors assign more authority/responsibility to the principal's position than do they assign to the position of the pastor.

Table 103 indicates the principal's perceptions of pastor's authority/responsibility and of a principal's authority/responsibility. Comparing the categorical means in the table illustrates that the principals feel the principal should have more authority/responsibility than the pastor in the areas under consideration.

TABLE 102. Compilation of the differences between the categorical mean scores for the pastors' perceptions of pastors and principals.

GROUP	I	II	III	IV	V	VI	VII
PASTORS	19.58	19.91	23.97	19.73	14.12	25.33	20.27
PRINCIPALS	11.21	16.06	12.97	15.39	11.00	18.03	8.97
DIFFERENCE	8.37	3.85	11.00	4.34	3.12	7.30	11.30

TABLE 103. Compilation of the differences between the categorical mean scores for the principals' perceptions of pastors and principals.

GROUP	I	II	III	IV	V	VI	VII
PASTORS	19.00	19.42	23.06	19.24	13.21	25.12	20.21
PRINCIPALS	10.67	16.24	13.79	15.85	11.03	19.94	10.15
DIFFERENCE	8.33	3.18	9.27	3.39	2.18	5.18	10.06

Teachers' Perceptions of
Pastor and Principal

Table 104 indicates the teachers' perceptions of a pastor's authority/responsibility and of a principal's authority/responsibility. Comparing the categorical mean scores in the table illustrates that the teachers feel the principal should have more authority/responsibility than the pastor in the areas under consideration.

Table 105, which lists the differences found in Tables 102, 103 and 104, also shows the similarities in perceptions among the three groups. All the numbers in the table are positive, indicative of more authority/responsibility for the principal. Secondly, the numbers in each column are similar indicating each group perceived similar differences in the authority/responsibility of the pastor and the principal.

The differences reported in Table 106 are very similar. This would demonstrate similarity in the perceptions of pastors and principals relative to a pastor's authority/responsibility. Also, since the differences are all positive, this indicates the principal is assigning more authority/responsibility to the pastor than is the pastor assigning himself.

The differences in the first five columns of Table 107 are quite small, indicating similar perceptions by the two groups. Columns six and seven are not as close, indicating the perceptions are not as similar. Six of the seven

TABLE 104. Compilation of the differences between the categorical mean scores for the teachers' perceptions of pastors and principals.

GROUP	I	II	III	IV	V	VI	VII
PASTORS	19.79	20.09	23.94	20.14	13.17	26.11	21.27
PRINCIPALS	12.56	16.79	13.56	15.04	11.53	18.88	10.60
DIFFERENCE	7.23	3.30	10.38	5.10	1.64	7.23	10.67

TABLE 105. Compilation of the differences as found in Table 102, Table 103 and Table 104.

GROUP	I	II	III	IV	V	VI	VII
PASTORS	8.37	3.85	11.00	4.34	3.12	7.30	11.30
PRINCIPALS	8.33	3.18	9.27	3.39	2.18	5.18	10.15
TEACHERS	7.23	3.30	10.38	5.10	1.64	7.23	10.67

TABLE 106. Comparison of the pastors' and principals' perceptions of the pastor's authority/responsibility.

GROUP	I	II	III	IV	V	VI	VII
PASTORS	19.58	19.91	23.97	19.73	14.12	25.33	20.27
PRINCIPALS	19.00	19.42	23.06	19.24	13.21	25.21	20.21
DIFFERENCE	.58	.49	.91	.49	.91	.12	.06

TABLE 107. Comparison of the pastors' and principals' perceptions of the principal's authority/responsibility.

GROUP	I	II	III	IV	V	VI	VII
PASTORS	11.21	16.06	12.97	15.39	11.00	18.03	8.97
PRINCIPALS	10.67	16.24	13.79	15.85	11.03	19.94	10.15
DIFFERENCE	.54	-.18	-.82	-.46	-.03	- 1.91	- 1.18

differences in the Table are negative numbers. Negative numbers would indicate the pastors have given more authority/responsibility to the principals than have the principals given themselves.

Perceptions of the Hierarchies
of Authority
in a Lutheran School

The final two items on the opinionnaire asked the respondent to select the "Ideal" hierarchy of authority/responsibility in a Lutheran school, as well as selecting the "Real" hierarchy, the one they perceive operating in their school. The five prepared hierarchies are given in Figure 7.

The choice labeled "Other" was given so as to allow the respondent to structure his own hierarchy if it was other than one of those listed. Table 108 indicates the percentages of each group who selected various hierarchies identifying the "Ideal" hierarchy.

For all groups, the most frequently selected hierarchy was letter E. However, individuals from all groups also selected other hierarchies. Considering the categories

0% - 49% - Low Agreement

50% - 74% - Substantial Agreement

75% - 100% - High Agreement³

no choice was selected often enough to place it in the category

³Lassanske, "A Comparative Study of the Ideal Role and the Actual Role of the Lutheran Elementary Principal in Southern California," pp. 39-40.

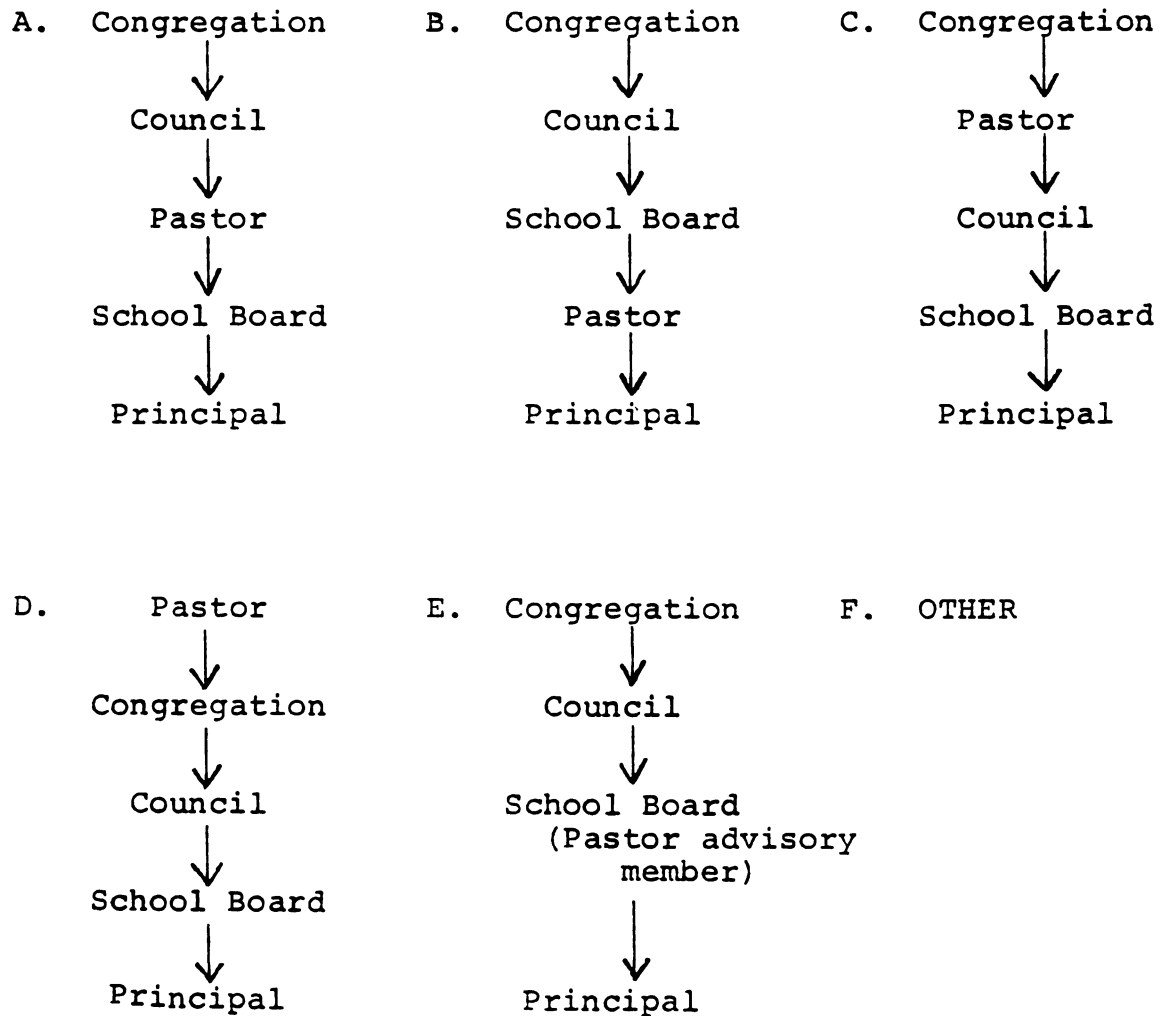


FIGURE 7. Five Suggested Hierarchies as Found on Opinionnaire

TABLE 108. Percentages of the three groups who selected the various hierarchies as exemplifying the "Ideal" hierarchy of authority/responsibility.

GROUP	A	%	B	%	C	%	D	%	E	%	F	%	NO RESPONSE
PASTORS	5	15.2	8	24.2	3	9.1	0	----	15	45.5	2	6.1	0
PRINCIPALS	2	6.1	6	18.2	1	3.0	0	----	17	51.5	4	12.1	3
TEACHERS	9	11.1	20	24.7	7	8.6	2	2.5	32	39.5	8	9.1	3

TABLE 109. Percentages of the three groups who selected the various hierarchies as exemplifying the "Real" hierarchy of authority/responsibility.

GROUP	A	%	B	%	C	%	D	%	E	%	F	%	NO RESPONSE
PASTORS	3	9.1	8	24.2	2	6.1	0	----	18	54.5	2	6.1	0
PRINCIPALS	1	3.0	8	24.2	1	3.0	1	3.0	17	51.5	3	9.1	2
TEACHERS	3	3.7	18	22.2	8	9.1	12	14.8	25	30.9	12	14.8	3

of high agreement. One group, the principals, had 51.5% select choice E, and this is the only choice and group to demonstrate substantial agreement. Save only the selecting of choice E by the principals, all other choices were in the low agreement category. A number of respondents from all groups selected F, and structured their own hierarchy. A complete listing of all respondent-structured hierarchies may be found in Appendix G.

Table 109 recorded the percentages of each group who selected various hierarchies identifying the "Real" hierarchy. The most frequently chosen hierarchy was again letter E. Varying numbers of respondents also selected other hierarchies. All selections save only two were in the low agreement category. Only the pastors and principals in selecting category E had more than 50% in any one category. The agreement even in those two cases is not high, as the percentages are barely over 50%.

Of interest is the percentage of teachers who selected letter D as exemplifying the "Real," when only one principal and no pastor selected this hierarchy. A number of respondents from all groups selected letter F, and structured their own hierarchy. A complete listing of the hierarchies structured by the respondents can be found in Appendix H.

Originally a follow-up was to be used to provide further insights into the differences in perceptions of the

three groups. The follow-up was to interview individuals whose mean scores varied greatly from the mean score of his group. However, since no such individuals could be identified after analyzing the data, the attempt at a follow-up interview was deleted from the study.

Summary

The chapter began with an identification of some of the specific information used in the data analysis. Appropriate demographic information was then presented and discussed. Data analysis then followed, with the emphasis being placed on finding trends.

The pastor's authority/responsibility was first considered. Each item on the opinionnaire, through item 39, was then considered, with attention only being given to the pastor's authority/responsibility. After each of the seven sections, continua were used to illustrate the ranking of the group mean scores, so that trends might be more evident. Each set of continua was then followed by an ANOVA Table giving the results for the category. Categorical mean scores were also listed, followed by the retention or non-retention of the various null hypotheses. The same procedure was then repeated for the principal.

The categorical mean scores were then considered independently, in various ways. Initially, each of the three groups gave its perceptions of the pastor's and the principal's authority/responsibility by using categorical mean

scores. Numerical differences between the mean scores were then noted and commented on.

A table was then used to group all of the differences so as to indicate how similarly each group may have perceived the situation. Two tables were then used to compare how the principals and pastors viewed the pastor's authority/responsibility, and then how they viewed the principal's authority/responsibility.

The final item on the opinionnaire--the identification of the real and the ideal hierarchies--was then considered by indicating the percentage of time each possible hierarchy was selected, based on the six alternatives given. General comments were made on the hierarchies. The reason for the deletion of the follow-up interview was then noted, followed by a chapter summary.

CHAPTER VI

SUMMARY, FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Summary

The researcher's major purpose in this research was to determine the perceptions of three groups--pastors, principals and teachers--relative to the authority/responsibility the pastor and the principal each has in the operation of a Lutheran elementary school. It was hoped that the expressed perceptions would identify areas of congruence and divergence among the three groups. Isolation of such instances of congruence and divergence would hopefully lead to a better understanding of how the persons holding these two positions interact in the operation of a Lutheran elementary school.

Pertinent background information was given to allow the reader to view the present position of pastors and principals from a historical perspective. The concepts of the call, the ministry, and ordination of teachers were considered as these are important matters for an overall understanding of the positions and the interrelations of pastors and principals.

In the review of the literature there was presented a general overview of organization theory with attention being given to the specific concepts of authority, power,

rules and leadership, and how these several elements impinge upon organizations. Role theory and conflict theory, with special attention being given to the work of Louis R. Pondy in conflict theory, were also considered. Role conflict was discussed with comments relative to the literature discussing the Lutheran school following.

The instrument used to collect the data was a forty-one item opinionnaire developed by the researcher. The method of opinionnaire development as well as the field test procedure were presented in Chapter IV. The first thirty-nine items on the opinionnaire requested the respondent to express his perception of the amount of authority/responsibility the pastor and the principal each has in the operation of a Lutheran elementary school. The following seven areas were considered: curriculum, supervision of teachers, supervision of students, dealing with student offenses, supervision of the non-teaching staff, fiscal affairs and scheduling. The final two items considered the respondent's perception of the real hierarchy of authority he perceived operating in his school, as well as the hierarchy he considered to be the ideal.

The population of the study was all teachers, principals and pastors of the congregations in the Michigan District of the Wisconsin Synod which operate their own elementary schools, and in which a teacher functions as the principal. Eliminated were those congregations in which the pastor functions also as principal. All congregations meeting

the above requirements were invited to participate in the study. Respondents were from congregations in the states of Connecticut, Michigan, Ohio and Virginia.

The data were analyzed using the one-way analysis of variance and the Scheffé¹ post hoc technique. Findings were then stated and interpreted.

Findings

Perceptions of the Pastor's Authority/Responsibility Regarding:

Following are the findings regarding the perceptions of the three groups relative to a pastor's authority/responsibility in each of the seven areas of concern.

Curriculum

In this section the researcher was concerned with the two general areas of instruction which are found in the Lutheran elementary school--religious subject matter and secular subject matter. Items 1 and 2 concern the religious subject matter, and items 3, 4 and 5 concern the secular subject matter. Across the continua on page 120 it is evident that the pastors and teachers give more authority/responsibility to the pastor than do the principals assign the pastor. To draw a conclusion based purely on this fact might be misleading. It is true that the pastors assign the most authority/responsibility to themselves in items 1 and 2, but they are assigning themselves a shared amount of authority/responsibility. In the final three items of this

category, the teachers tend to assign the most authority/responsibility to the pastor, but the mean scores are midway between a minor and no authority/responsibility. It is the perceptions of the three groups that the pastor does not have a great deal of authority/responsibility in this area. Differences do exist in the mean scores of the perceptions of the groups, but the differences were not large enough to be considered statistically significant.

Supervision - Teachers

No evident trend seems to be indicated by the continua on pages 126 and 128. It was stated in Chapter II that in the past the pastor was considered the supervisor of the teacher, and was to implement this supervision through regular classroom observation. There would appear to be very little agreement among these three groups that this notion remains appropriate today. Item 8 concerned teacher evaluation through classroom observation. Although of the three groups the pastors gave themselves the most authority/responsibility, they assigned themselves a minor authority/responsibility. This would strongly support the above observation that the pastor has little to do with the formal observation of the teacher in the performance of his classroom obligations. Differences exist in the mean scores of the perceptions of the three groups, but the differences are not large enough to be deemed statistically significant.

Supervision - Students

The continua on page 134 again seem to signify the

trend that the pastors assign themselves the most authority/responsibility of the three groups. However, upon closer observation of the value of the mean scores, it may be seen that the values of the mean scores fall between minor and no authority/responsibility. Considering the nature of this area as being very much within the realm of everyday school activities, it should not be surprising that all groups, including the pastors, view the pastor's authority/responsibility as being minor or less.

Dealing with Student Offenses

In all items in this category, the pastors assign themselves the most authority/responsibility. In four of the six items, the principals assign the least amount of authority/responsibility to the pastor. In continua 22 and 23 on page 141, the only two continua in this category that the principals did not assign the least authority/responsibility to the pastor, it should be noted that the principals mean scores are only .02 and .04 units apart from the teachers' mean scores. Again, differences do exist among the perceptions of the three groups, but the differences were not large enough to be deemed statistically significant.

Supervision of the Non-Teaching Staff

In three of the four continua on page 147, it is evident that the principals perceive the pastor as having less authority/responsibility in this area than do either of the other two groups. In items 24, 25 and 26, the mean scores for the principals are approximately .5 units higher than either

of the other two groups. Item 27 also indicates the principals' mean score as higher than the other two groups, but it is only .04 higher than the teachers. The trend is evident, though, that the principals perceive the pastor as having less authority/responsibility in this area than do either of the other two groups. Differences do exist in the perceptions of the three groups, but the differences are not large enough to be deemed statistically significant.

Fiscal Affairs

In only one of the seven continua on page 155 do the principals not assign the least authority/responsibility to the pastor. But in this one exception, item 31, the principals assign the most authority/responsibility to the pastor. Considering item 31, it would seem very understandable if the principal wanted someone else to be involved, as this concerns salary determination for the faculty, of which the principal is a part. The principal may be uneasy about being involved with the setting of his own salary, and thus welcome the opportunity to give more of the responsibility to someone else. Also, item 31 is the only item in which the pastor did not assign himself the most authority/responsibility. Differences do exist in the perceptions of the three groups, but the differences are not large enough to be deemed statistically significant.

Scheduling

It could be inferred from the continua on pages 160 and 162, that since the pastors in all cases assign themselves the

most authority/responsibility--sharing that distinction with the principals in item 39--they are trying to grant themselves more involvement in this matter. Upon closer inspection of the values of the mean scores, it may be quickly seen that this would be a faulty conclusion as all but one--item 38 - Determining the frequency and dates of faculty meetings--mean score are in the minor authority/responsibility range with a trend toward no authority/responsibility. Differences do exist in the perceptions of the three groups, but none of the differences was deemed large enough to be statistically significant.

In general, the pastor tend to assign themselves more authority/responsibility than do either of the other two groups. However, it must be remembered that in most cases the most authority/responsibility still had a mean score placing it in the minor authority/responsibility range. By contrast, the principals generally tended to assign a lesser amount of authority/responsibility to the pastor's position. Even considering that for any individual item the differences in the mean scores of pastors and principals were not great, differences still did exist and trends became evident.

Perceptions of the Principal's Authority/Responsibility Regarding:

Following are the findings regarding the perceptions of the three groups relative to a principal's authority/responsibility in each of the seven areas of concern.

Curriculum

Apparent from the continua on page 168 is the point of interest that in four of the five items, the pastors assigned more authority/responsibility to the principal than did the principal assign himself. Without fail the teachers assigned the least authority/responsibility to the principals. This is the only instance among the several null hypotheses tested where a statistically significant difference did exist. The difference of interest was that between the pastors and the teachers. The pastors tended to feel the principal should have a more active role in curriculum development, whereas the teachers felt the principal's involvement should be somewhat less. It is often said that teachers desire more input into the development of the school's curriculum. One method for teachers to gain more input for themselves is to decrease the principal's involvement. Differences involving the principal's perceptions were not deemed statistically significant.

Supervision - Teachers

As in the perceptions of a pastor's authority/responsibility in this area, the continua on page 175 indicate that no trend seems to exist here either. This conclusion is based on the fact that no two of the continua demonstrate the same pattern of ranking. The responses in this section are seemingly dependent upon the nature of the statement. Differences did exist among the perceptions of the three groups, but the differences were not large enough to be deemed

statistically significant.

Supervision - Students

As in the preceding section, no trend seems to exist as the ordering of the groups varies from one continuum to another. The responses are apparently dependent upon the statements. The mean scores also demonstrate a considerable spread as can be seen when considering the pastors' mean scores on items 12 and 17, page 181. On item 12 the pastors' mean score is 3.18, whereas item 17 has a mean score for pastors of 1.64. Differences among the perceptions do again exist, but the differences are not large enough to be deemed statistically significant.

Dealing with Student Offenses

Items 19, 21, 22 and 23, page 188, concern matters of the more drastic disciplinary actions of exclusion or the invoking of a second level of authority for discipline. With the exception of item 19, the teachers assign more authority/responsibility to the principal concerning these items than do the principals assign themselves. In item 19, the principals assign themselves more authority/responsibility than do the teachers, but the difference between the two mean scores is only .04. It is evident the teachers view the principal as a disciplinary figure. Considering these same items--19, 21, 22 and 23--the pastors always assigned the principals a lesser amount of authority/responsibility. Even though one of the differences between the mean scores is small--.02 in item 21--, it is still apparent that pastors do

not see the principal's role as being as much of a disciplinarian as do the teachers view the principal's role. Differences do exist among the perceptions of the three groups, but the differences are not large enough to be deemed statistically significant.

Supervision of the Non-Teaching Staff

It is apparent from the continua on page 193, that the principals perceive themselves as having considerable authority/responsibility in this matter. The pastors and teachers are not as definite in their perceptions as no trend seems to exist other than that they assign a lesser amount of authority/responsibility to the principal. Differences do exist among the perceptions of the three groups, but the differences are not large enough to be deemed statistically significant.

Fiscal Affairs

From the continua on pages 199 and 201, the trend is quite evident that principals assign themselves more authority/responsibility, but the pastors assign a lesser amount of authority/responsibility to the principal. It is also evident that all groups feel the principal's role requires very little input into salary determination. Items 31 and 32 concern this matter and the mean scores are considerably higher than are they on other items in the category. The difference is well illustrated by comparing the pastors' mean scores. In items other than 31 and 32, the pastors' scores tend to fall in the vicinity of 2.50. For items 31 and 32, the mean scores are in the vicinity of 4.00. The more the

mean score approaches 5.00, the less authority/responsibility is being assigned the position. Differences do exist among the perceptions of the three groups, but none of the differences is large enough to be deemed statistically significant.

Scheduling

This category involves two areas of scheduling: scheduling school-related activities and scheduling faculty meetings. The trend is apparent that principals perceive themselves as having more authority/responsibility in both of these areas of scheduling. Items 35, 36 and 37, page 206, concern the scheduling of school-related activities. For these three items the teachers assigned less authority/responsibility to the principal than did either of the other two groups. This area is often a concern of teachers as they would feel they should have more voice in the area. Therefore, it could be expected that the teachers would assign less authority/responsibility to the principal. The test would not allow the identification of who would have more authority/responsibility, but it is evident the teachers feel the principal should not have the sole voice in this matter.

Items 38 and 39, page 208, concern faculty meetings. It is the practice in many congregations for the pastor to not only be present at faculty meetings, but also to schedule the meetings, establish the agenda and function as the meeting chairman. In both item 38 and item 39, the pastors assign a lesser amount of authority/responsibility to the principal, but that is only relative to the other two groups. The mean scores for the pastors in items 38 and 39 still indicate they

perceive the principal as having a major authority/responsibility in this area. Differences do exist in the perceptions of the three groups, but the differences are not large enough to be deemed statistically significant.

In general, it is important to recognize that the principals do not always assign themselves more authority/responsibility than do the other two groups assign the principal. It would probably be expected that the principal would rate himself high in authority/responsibility, but this is not the case. Regarding the groups' perceptions of the principal, trends are not as apparent as they were regarding the pastor's authority/responsibility. This would indicate that confusion exists relative to the position of the principal.

The analysis continued by reorganizing the data and viewing them in a different manner. The data were now arrayed so as to observe the numerical differences in the mean scores. Following are the findings relative to this.

Pastors' Perceptions of Pastor and Principal

When considering how the pastors view their own position as well as the position of principal, Table 102, page 211, indicates pastors consistently assign more authority/responsibility to the position of principal than do the pastors assign their own position. The pastors perceive the principal as having more authority/responsibility in all

identified facets of the school operation.

Principals' Perceptions of Pastor and Principal

Table 103, page 211, contains the mean scores representing the principals' perceptions of the position of pastor and of the position of principal. It is evident that the principals feel their position requires more authority/responsibility than does the position of pastor. There is no instance of the principal assigning more authority/responsibility to the pastor than does he assign to his own position.

Teachers' Perceptions of Pastor and Principal

Table 104, page 213, reveals the mean scores for the teachers' perceptions of the pastor and the principal. As in the pastors' and the principals' perceptions, the teachers agree that the principal should have more authority/responsibility in any area of the school operation being considered.

Comparing Differences

Table 105, page 213, lists the differences found in Tables 102, 103 and 104. The similarities in group perceptions become immediately apparent. An example can be found in category II, Supervision - Teachers. In the earlier discussions, it was indicated that in this particular category no trend seemed to exist among the three groups. However, in this category the differences in the perceptions of each of

the three groups are extremely similar, with the principal being 3.18, teachers being 3.30 and the pastors being 3.85. Not all of the differences are that similar, but none of the differences is extreme.

Table 106, page 214, demonstrates the differences in perceptions between the pastors' view of the pastor and the principals' view of the pastor. The differences are all relatively small, as no difference exceeds .91. However, in the table it is also illustrated that principals tend to assign more authority/responsibility to the pastor than do the pastors assign themselves. This was an unanticipated finding and defies explanation when it is realized how often principals have expressed the opinion that the pastor usurps too much authority/responsibility in school operation.

Table 107, page 214, compares the pastors' and the principals' perceptions of a principal's authority/responsibility. This table illustrates the same unanticipated finding considered above. In six of the seven instances, the pastors assigned more authority/responsibility to the principal than did the principals assign themselves. This seems to indicate that pastors wish that principals would assume more authority/responsibility in the school, but the principals do not perceive that they have more authority/responsibility, or that they are even entitled to more.

Hierarchies of Authority

In consideration of the hierarchies, it is seen from Tables 108 and 109, page 217, that little agreement exists

regarding the ideal hierarchy of authority, or the perceived real hierarchy of authority operating in the schools of the Michigan District. Concerning the hierarchy most often selected, all groups tend to agree that the principal is not directly responsible to the pastor nor is he underneath the pastor in the hierarchy. The pastor's position is seen more as an advisory position than as a supervisory position.

However, it must also be recognized that relatively sizeable percentages in all groups also felt the pastor has a higher position in the hierarchy.

It could easily be understood that little agreement would exist relative to the perceived real hierarchy operating in the schools of the Michigan District. However, the realization that little agreement also exists on the perceived ideal hierarchy of authority indicates a high level of confusion about what the hierarchy of authority ought to be. The root of the disagreement between pastors' and principals would seemingly lie here.

Conclusions

This investigation was designed to permit conclusions to be drawn as to the authority/responsibility the pastor and the principal each has in the operation of a Lutheran elementary school as perceived by pastors, principals and teachers. The study was also designed to permit conclusions to be drawn regarding the perceived real and ideal hierarchies of authority for a Lutheran elementary school. The

following conclusions can be posited based on the researcher's findings from this study.

1. A variety of responsibilities and duties have been identified as being inherent to the position of principal. Concerning the principal's role relative to the supervision of teachers and the supervision of students, the findings of this study would suggest that clarity needs to be brought to this area. The findings for these two sections demonstrate a lack of consensus. It is acknowledged that statistically significant differences do not exist, yet there is no evident trend supporting consensus, either. The responses of all three groups in these two areas seem to be dependent upon the nature of the statement.

2. Time needs to be provided the principal so that he can become more active in the administration of the school. If the principal must teach a full class load as well as administer the school, he is not free to perform his supervisory tasks. If he does not assume the role designed for him, it is evident that few people would ascribe the role to him. Observers and participants in the school must see the principal in the execution of his administrative duties before they will really understand what a principal does in a school as well as ascribe the principal his proper role.

3. Statistically, congruence seems to exist in the perceptions of the pastor's authority/responsibility and the principal's authority/responsibility in school operation. This can be concluded from the fact that of all the null hypotheses which were tested, only one instance was found of

a significant difference. This would tend to refute the sweeping statements many have made relative to their perceptions of a lack of congruence regarding the role of pastor and principal in school operation. The researcher acknowledges that this also is a sweeping statement, but this is borne out in the findings of this study.

4. The pastors feel the principal ought to have an active role in the administration of the school. In every identified facet of the school operation, the pastors assigned more authority/responsibility to the principal than did the pastors assign to the pastor.

The principals indicated the pastor ought to have an active role in the administration of the school. In general, the principal accorded more pastoral involvement than did the pastors accord their own position.

The foregoing two findings would illustrate that both groups--pastors and principals--want the other to be more active. If each is going to be more active, the level of coordination between the two must improve. The data throughout this research--but especially in the category of the supervision of teachers--tend to illustrate a trend toward a lack of consensus relative to the role of the other position.

Where such misperceptions occur, people will tend to lay back and not assume responsibility. They will be uncertain of themselves and will feel the other should assume more of the control. If no one assumes control, problems and conflict will increase. As conflict and problems increase due to this misperception, communication is likely to decrease

which will only exacerbate the misperceptions.

5. Relative to the foregoing, the converse may also be true. If the pastor and the principal cannot concur on the rules of the organization, the likelihood of conflict may also be increased because each individual will perceive he has more freedom to operate as he sees fit. If each person is operating on his own initiative within an organization which requires a considerable amount of coordinated activity, the organization must suffer as will the workers of the organization.

6. The confusion concerning the principal's role in the school damages his credibility as the congregation's educational leader. A number of the principals in this population did have graduate training in school administration. Knowledge of this fact would boost the credibility of the principal in the eyes of the congregation members. However, many of the principals did not have any formalized training in school administration. The experience factor is important in school administration, but so also is formalized instruction and preparation.

7. Any congregation which supports a school will have two highly trained individuals--the pastor and the principal--in its midst to function as its leaders. The pastors have extensive theological training; the principals have training as a teacher. The congregation also has groups of lay voters holding various responsibilities within the authority hierarchy of the congregation. The three groups--pastors, principals and teachers--demonstrated very little

agreement as to the hierarchy of authority involving the pastors, principals and lay groups. Such misperception can increase tension within the levels of the hierarchy as individuals will be uncertain as to which party to approach initially, relative to school matters. The individuals within the hierarchy may perceive people approaching the "wrong" members of the hierarchy, thus violating the individual's perception of the hierarchy.

Recommendations

The following recommendations can be posited based on the researcher's findings and conclusions from this study.

1. The results of this study should be made available to all pastors, principals and teachers of the Wisconsin Synod, as well as to the lay members of the Synod. The findings can be used to indicate areas where the possibility of conflict exists. With the identification of such areas, efforts can be made to alleviate the differences, thus creating a more harmonious working environment within a school. This study should not be put out of sight on a shelf, but rather be readily available to provide direction for future research.

2. Attempts should be made to upgrade the principals' credibility as their congregation's educational leader. Upon graduation from the Synodical teacher-training institution, an individual has very little formalized training in educational administration. Yet, many graduates assume principalships immediately. It is acknowledged that the experience

factor is important in administration, but so also is formalized instruction and preparation. Inservice training for current principals could also be more actively supported by the Wisconsin Synod so as to keep principals apprised of some of the myriad of areas concerned with educational administration.

3. Congregations should be encouraged to provide release time for teaching principals so as to allow them to carry on their various administrative tasks. Currently it is difficult for principals to complete necessary paperwork, supervise the instruction of other teachers, and perform the numerous tasks which accrue to the office of principal. Such support would demonstrate the importance of the principalship in the operation of a school.

4. The Wisconsin Synod should take an active lead in defining the positions of pastor and principal. Tables 108 and 109 clearly demonstrate a lack of consensus as to the positions of pastor and principal. It is acknowledged that any given situation has its own idiosyncracies, but this has been used for all too long as a seeming excuse preventing more active attempts at role definition.

5. The context of pastoral and principal involvement in school operation should now be examined in the light of the revealed trends. Only one statistically significant difference occurred, but many trends were realized and these should be considered. Some of the following recommendations are in support of this.

6. The Wisconsin Synod, its officials and its workers should be committed to more thorough research, thinking and open discussion of this area. It has been indicated that very little has been written on this general topic. Much of what has been written has been based on thoughtful, but yet unsubstantiated, opinion. Although well-intentioned, work of such a nature to the exclusion of factually supported writing merits little for the improvement of knowledge in the area.

7. Further study should be done in the area of authority/responsibility for curriculum. The only statistically significant difference found in examining the null hypotheses occurred in the curriculum facet of this study. More research should also stress the teachers' involvement in curriculum development, as they and the pastors were involved in the statistically significant difference found in this area.

8. Further study should be done in the area of authority/responsibility of pastors and principals for the supervision of teachers. In neither instance where this research addressed this topic did any trends or significant differences emerge. The responses were seemingly dependent upon the content of the specific statement. More research might bring more definition to the area.

9. A study of the attitudes of principals and teachers toward scheduling might alleviate an area of potential conflict as the attitudes expressed by these two groups, although not statistically significant, did reveal differences.

10. Through the findings of this study the need is articulated for further study in the organizational structure for Synod elementary schools. Little agreement seems to exist concerning the organizational structure. More consensus in this matter might alleviate a definite source of future conflict.

11. The researcher did not consider the perceptions of the parish school boards, church councils or the lay membership. A study should be done to gain information on the perceptions of these three groups relative to the authority/responsibility of pastors and principals in an elementary school.

12. The same topic which was approached by this researcher could be considered by way of a field study or case study. On-site observations and general discussions may be able to cut more directly to the perceptions of all concerned in this area.

APPENDICES

APPENDIX A

LETTER TO DISTRICT PRESIDENTS
REQUESTING NAMES OF VETERAN
PASTORS AND PRINCIPALS

February 12, 1977
2530 Second Street
Westland, MI 48185

Dear _____:

I am a graduate of Dr. Martin Luther College, and currently a teacher at Huron Valley Lutheran High School, Wayne, Michigan. I am also a doctoral candidate in educational administration at Michigan State University. It is in connection with my doctoral studies that I am contacting you for assistance.

In accordance with the requirements for my degree, I am conducting an original research project. My project concerns the general area of pastor-principal relations in the administration of a Lutheran elementary school. To assist me in gaining insight and ideas from the experiences of veteran church workers, I would ask your help in providing me with the names and addresses of at least five (5) veteran pastors serving a congregation with a school, and at least five (5) veteran principals who may be presently working in or retired from your district. I am seeking to correspond with individuals who have been in one particular district or area of the country for many years, because they may be able to recall conference papers dealing with my area. For my purposes, I would define veteran as twenty-five (25) years or more of service.

I would also request the names and addresses of the following:

- 1) The current president of any teachers' conferences to which teachers of your district may belong;
- 2) The current secretary of the above.

Please use the enclosed envelope for your reply which I am anxiously awaiting. Your assistance is highly beneficial to my study and greatly appreciated. Thank you for your time and consideration.

In His service,

A. Frederick Nell

APPENDIX B

LETTER TO INDIVIDUALS
REQUESTING THEIR CRITIQUE
OF THE OPINIONNAIRE

June 8, 1977
2530 Second Street
Westland, MI 48185

Dear _____:

I am a teacher at Huron Valley Lutheran High School, Wayne, Michigan, and also a doctoral candidate at Michigan State University. It is in connection with my doctoral studies that I am contacting you. I am in the midst of preparing my thesis on the topic of pastor-principal relationships in the operation of a Lutheran elementary school. To generate data by which to statistically analyze the situation, I have developed the enclosed opinionnaire.

From your district president I requested a list of "veteran" pastors and principals serving congregations with schools. My definition of "veteran" was twenty-five years or more of experience in the respective capacity. I am seeking the wisdom of experience to help me refine my opinionnaire. Your name was randomly chosen from that list.

My request of you is to take some time from your busy schedule to critique the enclosed opinionnaire. I would like information concerning the following types of questions:

- 1) Are the directions and statements well-stated; or are they unclear?
- 2) Have I omitted important areas of concern in the operation of a Lutheran elementary school?
- 3) Are there questions being asked which should not be asked?
- 4) Etc.

Please use the enclosed envelope to return your criticism of the opinionnaire. Feel free to make your comments on the instrument itself as well as adding any general impressions or comments you may have. I am not seeking responses to the opinionnaire, only your criticism of it. Please, feel free to "tear it apart" if you think necessary.

Thank you for your time and consideration.

Sincerely,

A. Frederick Nell

APPENDIX C

COVER LETTER TO PRINCIPALS OF
SCHOOLS PARTICIPATING IN FIELD TEST

August 22, 1977
2530 Second Street
Westland, MI 48185

Dear _____:

Thanks to you, your pastor, and board of education for allowing me to administer my opinionnaire. Enclosed please find an opinionnaire and return envelope for yourself, the pastor, and each staff member. When passing out the instrument, please stress the following:

- 1) This is to be anonymous; no names, please.
- 2) Since there are no "right" answers, respondents should feel free to respond in accordance with the way they actually perceive the situation.
- 3) It is important that ALL respond, and as soon as they are able.

In our phone conversation I had indicated the possibility of a dual administration, with one month between each testing. This will NOT be done as my advisor feels one administration will be sufficient. If you are interested in a summary of the results of this field-test, please indicate this either on your opinionnaire or in a separate mailing. If you desire a summary I cannot guarantee when I will be able to get it to you, but you will receive it. Also, due to the small sample size, the validity of the results is suspect.

I cannot overstate the importance of this field-test. Complete participation is virtually a necessity. Your cooperation and that of your staff and pastor is much appreciated.

I trust this finds all well with you. The Lord's blessings on your endeavors this year.

Sincerely,

A. Frederick Nell

APPENDIX D

LIST OF SCHOOLS
PARTICIPATING IN FIELD TEST

The following schools participated in the field test conducted August-September, 1977.

Bethany Lutheran School
Manitowoc, Wisconsin

Immanuel Lutheran School
Kewaunee, Wisconsin

Mt. Calvary Lutheran School
LaCrosse, Wisconsin

Our Savior Lutheran School
Jacksonville, Florida

St. John's Lutheran School
Lannon, Wisconsin

Trinity Lutheran School
Crete, Illinois

APPENDIX E

OPINIONNAIRE



Michigan State University

College of Education

Department of
Administration and
Higher Education

A. Frederick Nell
2530 Second Street
Westland, MI 48185

October 1977

Dear Member of the Michigan District:

A study is presently being conducted in our District concerning the authority and responsibility the pastor and principal each has in the operation of a Lutheran elementary school. The enclosed opinionnaire is intended to generate data relative to this topic. I am requesting each of you to participate in this study by completing the instrument and returning it as soon as possible. The purpose of this study is two-fold: One, to address an area of concern to our Synod; and two, to complete the requirements for a Ph.D. from Michigan State University.

This study is being conducted with the knowledge, approval, and consent of Pastor Waldemar J. Zarling, President of the Michigan District; Mr. Donald Zimmerman, Executive Secretary—Board for Parish Education, Milwaukee; and Pastor Floyd Mattak, Chairman of the District Board for Parish Education. Pastor Mattak endorses the study with the following:

As Chairman of the District Board for Parish Education, I acknowledge our complete endorsement of the study being proposed by Mr. A. Frederick Nell. In order to accomplish his task, he will need the cooperation of all in completing the attached questionnaire. I would encourage your participation in this study.

For the study to be successful and the results to have validity, I need ALL to respond. The contents of each opinionnaire will be held in strictest confidence and your anonymity preserved. I am interested only in GROUP perceptions. Therefore, the data will be collapsed and grouped without any individual perceptions being revealed. Schools in Florida, Illinois, and Wisconsin participated in a field test of the instrument and they indicated an average completion time of fifteen (15) minutes. Please set aside fifteen minutes to help make this study a success.

Sincerely,

A. Frederick Nell

PLEASE CHECK (✓) THE APPROPRIATE COLUMN TO INDICATE THE DEGREE OF AUTHORITY/RESPONSIBILITY THE PASTOR AND THE PRINCIPAL EACH HAS IN THE FOLLOWING SITUATIONS IN YOUR SCHOOL. There is no need to attempt to account fully for authority/responsibility, or to make your responses balance. For example, if the principal is checked as having minor authority/responsibility in a given situation, it is not automatic that the pastor has major authority/responsibility. Whatever the unaccounted degree of authority/responsibility, it will be assumed this missing amount rests with some party not named (e.g. school board, teachers, etc.). It may also be your perception that neither pastor nor principal has any authority/responsibility in a given situation. It will then be assumed that the complete authority/responsibility rests with some other party.

Following are the abbreviations used in the columns.

EX - EXCLUSIVE AUTHORITY/RESPONSIBILITY
 MA - MAJOR AUTHORITY/RESPONSIBILITY
 SH - SHARED AUTHORITY/RESPONSIBILITY
 MI - MINOR AUTHORITY/RESPONSIBILITY
 NO - NO AUTHORITY/RESPONSIBILITY

FOR EACH ITEM, BE SURE TO CHECK A RESPONSE FOR BOTH THE PASTOR AND THE PRINCIPAL.

PASTOR					SITUATIONS	PRINCIPAL				
EX	MA	SH	MI	NO	CURRICULUM	EX	MA	SH	MI	NO
—	—	—	—	—	1. Determining the sequence of instruction for <u>RELIGIOUS</u> subject matter.	—	—	—	—	—
—	—	—	—	—	2. Determining the materials for instruction of <u>RELIGIOUS</u> subject matter.	—	—	—	—	—
—	—	—	—	—	3. Determining the sequence of instruction for <u>SECULAR</u> subject matter.	—	—	—	—	—
—	—	—	—	—	4. Determining the materials for instruction of <u>SECULAR</u> subject matter.	—	—	—	—	—
—	—	—	—	—	5. Leading a curriculum study in a secular subject.	—	—	—	—	—
SUPERVISION - TEACHERS										
—	—	—	—	—	6. Before extending a Call, defining the areas of responsibility for the new teacher.	—	—	—	—	—
—	—	—	—	—	7. Recommendation to the congregation concerning the teacher to whom the Call is extended (e.g. suggest names, abilities, characteristics, etc.).	—	—	—	—	—
—	—	—	—	—	8. Teacher evaluation through classroom observation and regular conference.	—	—	—	—	—
—	—	—	—	—	9. Inservice training - provisions for improvement of teacher ability.	—	—	—	—	—
—	—	—	—	—	10. Maintenance and enforcement of congregational standards of conduct.	—	—	—	—	—
—	—	—	—	—	11. Maintenance and enforcement of professional standards of conduct.	—	—	—	—	—

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FOR EACH ITEM, BE SURE TO CHECK A RESPONSE FOR BOTH THE PASTOR AND THE PRINCIPAL.

EX	MA	SH	MI	NO	SUPERVISION - STUDENTS	EX	MA	SH	MI	NO
—	—	—	—	—	12. Establishing policies for admission.	—	—	—	—	—
—	—	—	—	—	13. Assigning entering students to grade levels.	—	—	—	—	—
—	—	—	—	—	14. Determining policies for grading and reporting student progress.	—	—	—	—	—
—	—	—	—	—	15. Establishing codes of student conduct and dress.	—	—	—	—	—
—	—	—	—	—	16. Establishing graduation requirements.	—	—	—	—	—
—	—	—	—	—	17. Maintaining student records (e.g. what records should be kept; methods of recording, etc.).	—	—	—	—	—

DEALING WITH STUDENT OFFENSES

—	—	—	—	—	18. Disciplining a misbehaving student (e.g. stealing, excessive verbal or physical abuse).	—	—	—	—	—
—	—	—	—	—	19. Disciplining repeat offenders where the need may arise to take the problem to the next level of authority (e.g. repeated stealing, repeated bad language, repeated fighting, etc.).	—	—	—	—	—
—	—	—	—	—	20. Handling individual classroom problems when the trouble goes beyond the control of the classroom teacher and requires the involvement of another party.	—	—	—	—	—
—	—	—	—	—	21. Disciplining repeat offenders in the situation identified in no. 20 above (e.g. discipline invoked in no. 20 is insufficient and the next level of discipline is required).	—	—	—	—	—
—	—	—	—	—	22. Deciding to suspend a student.	—	—	—	—	—
—	—	—	—	—	23. Deciding to expel a student.	—	—	—	—	—

SUPERVISION OF THE NON-TEACHING STAFF (in the school)

—	—	—	—	—	24. Determination of the personnel needed to effectively operate the school (e.g. secretaries, custodians, etc.).	—	—	—	—	—
—	—	—	—	—	25. Development of job descriptions for the non-teaching staff.	—	—	—	—	—
—	—	—	—	—	26. Direct supervision of the secretary in routine and special assignments.	—	—	—	—	—
—	—	—	—	—	27. Direct supervision of the custodian in routine and special assignments.	—	—	—	—	—

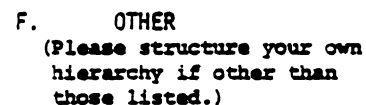
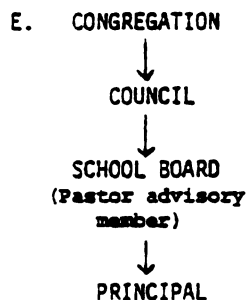
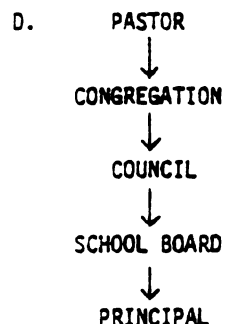
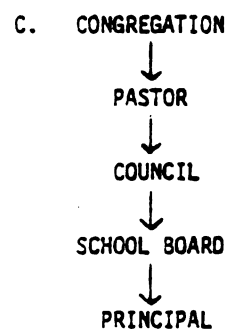
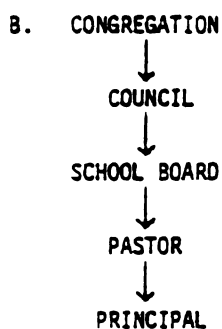
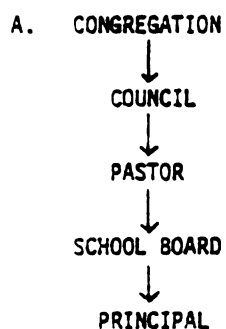
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FOR EACH ITEM, BE SURE TO CHECK A RESPONSE FOR BOTH THE PASTOR AND THE PRINCIPAL.

EX	MA	SH	MI	NO		EX	MA	SH	MI	NO
					FISCAL AFFAIRS					
—	—	—	—	—	28. Recommendations regarding the total annual financial need of the school.	—	—	—	—	—
—	—	—	—	—	29. Determination of actual equipment and supply needs of the school in comparison to items which might be considered "luxury".	—	—	—	—	—
—	—	—	—	—	30. Allocation of monies among items within the total school budget.	—	—	—	—	—
—	—	—	—	—	31. Recommendation of salary schedule for teaching staff.	—	—	—	—	—
—	—	—	—	—	32. Recommendation of salary schedule for the non-teaching staff.	—	—	—	—	—
—	—	—	—	—	33. Selection of supplementary instructional materials and equipment (e.g. projectors, audio-visuals, etc.).	—	—	—	—	—
—	—	—	—	—	34. Selection of non-instructional equipment and supplies (e.g. desks, playground, custodial, etc.).	—	—	—	—	—
					SCHEDULING					
—	—	—	—	—	35. Determining the calendar for the school year.	—	—	—	—	—
—	—	—	—	—	36. Determining the daily schedule.	—	—	—	—	—
—	—	—	—	—	37. Scheduling special events (e.g. field trips, athletic contests, etc.).	—	—	—	—	—
—	—	—	—	—	38. Determining the frequency and dates of faculty meetings.	—	—	—	—	—
—	—	—	—	—	39. Setting the agenda and leading the faculty meetings.	—	—	—	—	—

Below are five possible hierarchies for identifying the structure of authority and responsibility in a Lutheran elementary school.

(The diagram shows authority and responsibility flowing downward.)



40. Please place here _____ the letter of the hierarchy which you would think to be IDEAL for a Lutheran elementary school. The IDEAL is not necessarily what the situation is, but rather what you think it should be.
41. Please place here _____ the letter of the hierarchy which exists in your school. This is not what you think it should be, but rather is what you perceive the situation to actually be.

Please complete the following:

1. Total number of years served as PASTOR _____ PRINCIPAL _____ TEACHER _____
2. My PRESENT POSITION and number of years in the present position are
PASTOR _____ PRINCIPAL _____ TEACHER _____
3. Enrollment in our school this fall is _____
4. PASTORS ONLY I have served as pastor in one or more congregations with schools before being called to my present position.
YES _____ NO _____
If yes, how many? _____
5. PRINCIPALS ONLY The extent of academic preparation
 - a. Please list all earned degrees
 - b. Have you graduate work, but not a degree in school administration?
 - c. Have you a graduate degree in school administration?

As indicated in the cover letter, your responses will be held in strictest confidence and your anonymity preserved. But, to attain maximum response, follow-up techniques will be used to encourage non-respondents. To save a second mailing of almost 200 letters, or a like number of phone calls, would you please sign below. If you prefer not to sign, this is your privilege. Whichever you decide, thank you for your time and consideration. Results will be sent to all participants as soon as they are available.

Sign here, please _____

THANK YOU!

APPENDIX F

LIST OF SCHOOLS
PARTICIPATING IN STUDY

The following schools were invited to participate in the study.

Bethel Lutheran School
Bay City, Michigan

Christ Lutheran School
Saginaw, Michigan

Emanuel Lutheran School
Flint, Michigan

Emanuel Lutheran School
Tawas City, Michigan

Emanuel-Redeemer Lutheran School
Yale, Michigan

Grace Lutheran School
Durand, Michigan

Grace Lutheran School
Eau Claire, Michigan

Grace Lutheran School
Falls Church, Virginia

Grace Lutheran School
Muskegon, Michigan

Grace Lutheran School
St. Joseph, Michigan

Good Shepherd Lutheran School
Burton, Michigan

Holy Trinity Lutheran School
Wyoming, Michigan

Memorial Lutheran School
Williamston, Michigan

Messiah Lutheran School
South Windsor, Connecticut

Mt. Olive Lutheran School
Bay City, Michigan

New Salem Lutheran School
Sebewaing, Michigan

Peach Lutheran School
Livonia, Michigan

Redeemer Lutheran School
Ann Arbor, Michigan

Salem Lutheran School
Ann Arbor, Michigan

Salem Lutheran School
Owosso, Michigan

St. Bartholomew Lutheran School
Kawkawlin, Michigan

St. John's Lutheran School
Bay City, Michigan

St. John's Lutheran School
Pigeon, Michigan

St. John's Lutheran School
Westland, Michigan

St. Matthew's Lutheran School
Benton Harbor, Michigan

St. Paul's Lutheran School
Columbus, Ohio

St. Paul's Lutheran School
Livonia, Michigan

St. Paul's Lutheran School
Saginaw, Michigan

St. Paul's Lutheran School
Sodus, Michigan

St. Paul's Lutheran School
South Haven, Michigan

St. Paul's Lutheran School
Stevensville, Michigan

St. Peter's Lutheran School
Plymouth, Michigan

St. Peter-St. Paul Lutheran School
Hopkins, Michigan

St. Stephen's Lutheran School
Adrian, Michigan

Trinity Lutheran School
Bay City, Michigan

Trinity Lutheran School
Jenera, Ohio

Zion Lutheran School
Monroe, Michigan

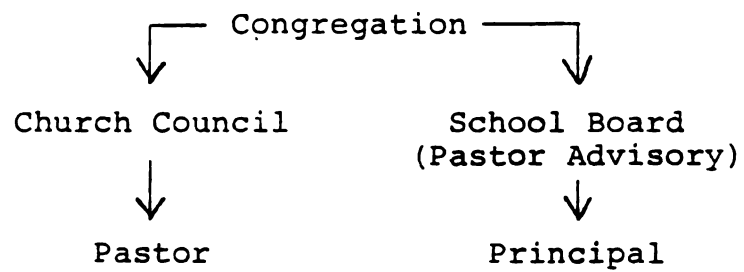
Zion Lutheran School
Toledo, Ohio

APPENDIX G

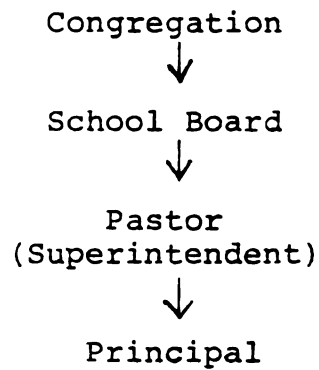
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REPRESENTING THEIR PERCEPTION OF THE IDEAL
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LUTHERAN ELEMENTARY SCHOOLS

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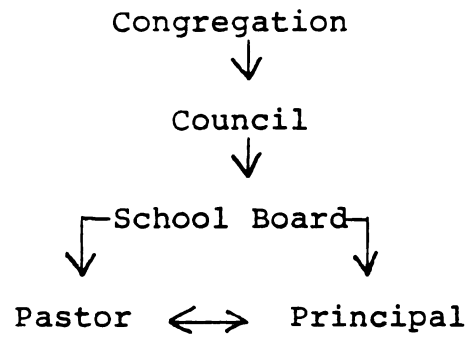
Pastor #1



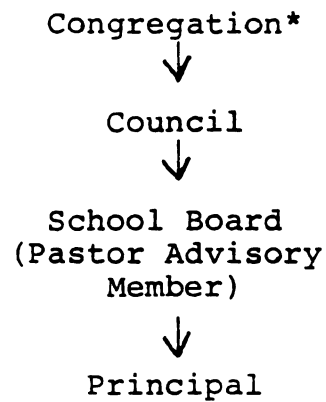
Pastor #2



Principal #1

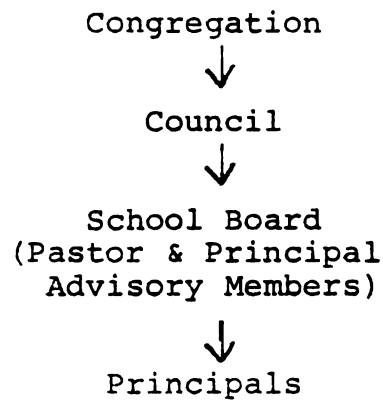


Principal #2

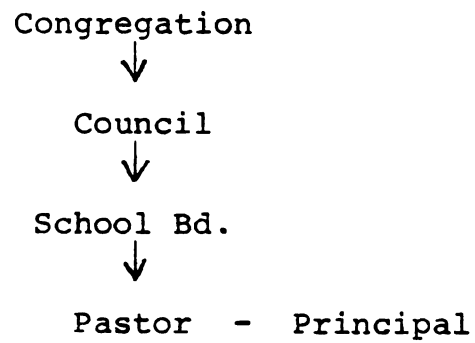


*2 Members of School Board elected directly by cong.; 2 members of S. B. from council.

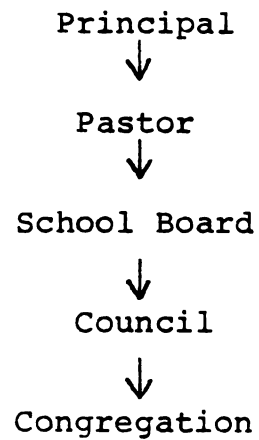
Principal #3



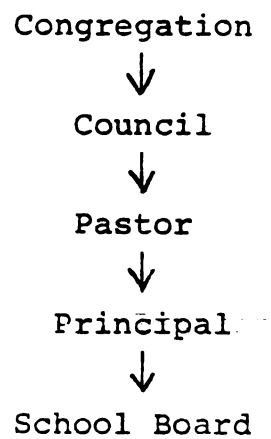
Teacher #1



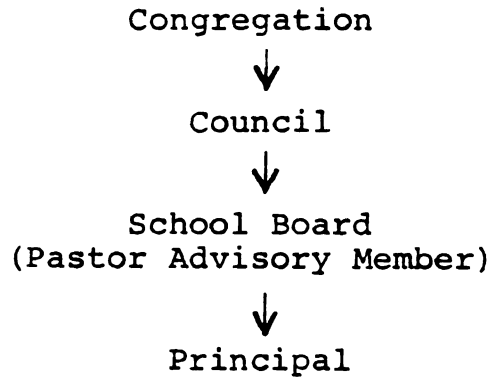
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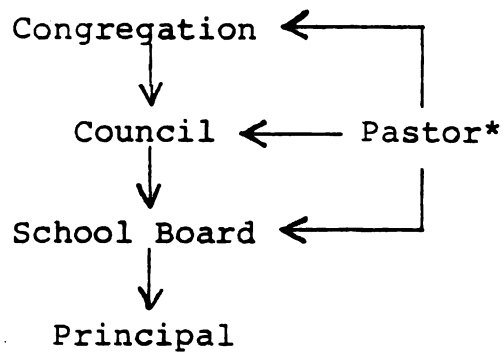
Teacher #3



Teacher #4

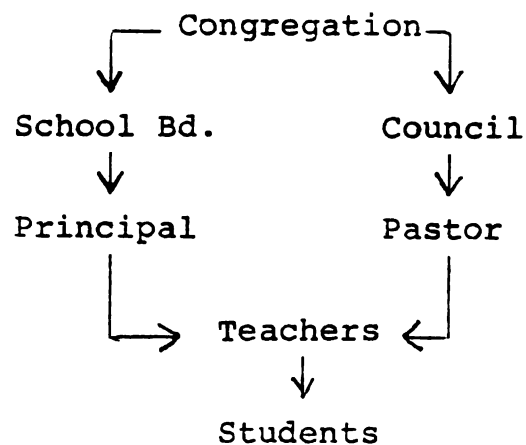


Teacher #5



*The pastor advises, directs, and is responsible in all three areas; however, he is not a fixed point in the chain of command. Rather, he steps in as needed.

Teacher #6

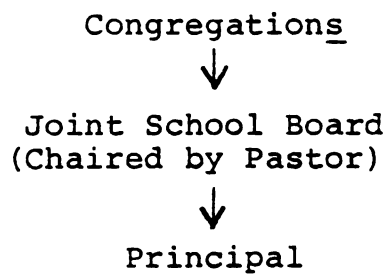


APPENDIX H

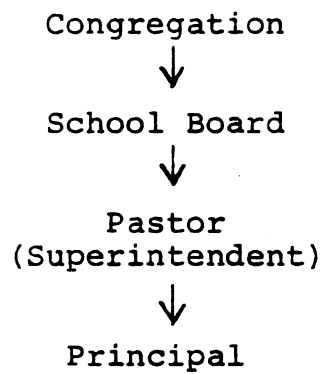
RESPONDENT STRUCTURED HIERARCHIES OF AUTHORITY
REPRESENTING THEIR PERCEPTION OF THE REAL
HIERARCHY OF AUTHORITY OPERATING
IN THEIR SCHOOL

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HIERARCHY OF AUTHORITY OPERATING
IN THEIR SCHOOL

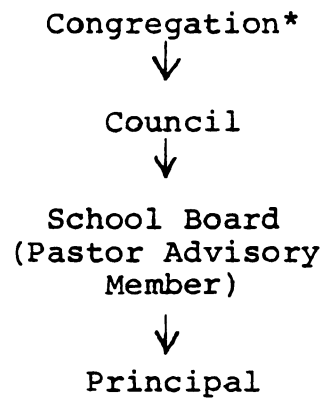
Pastor #1



Pastor #2

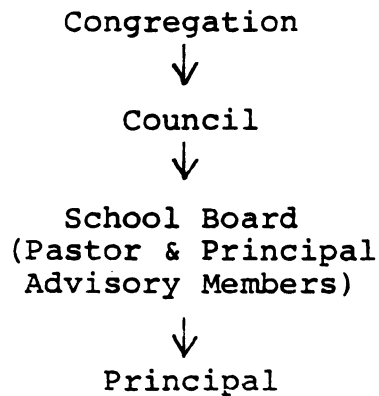


Principal #1

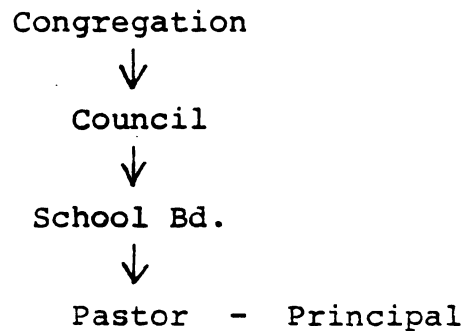


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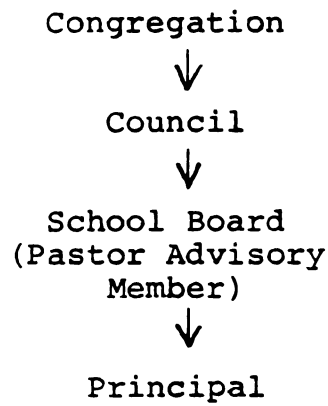
Principal #2



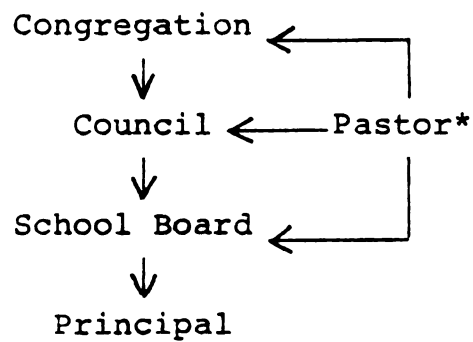
Teacher #1



Teacher #2

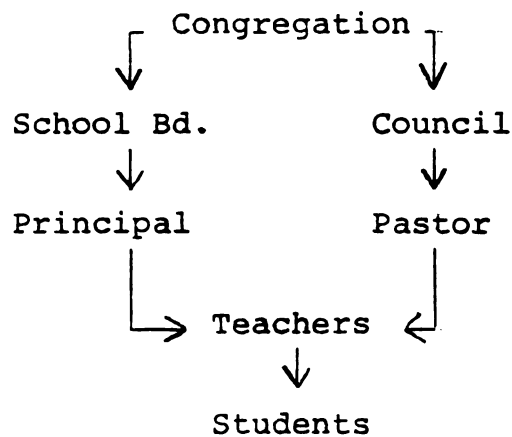


Teacher #3

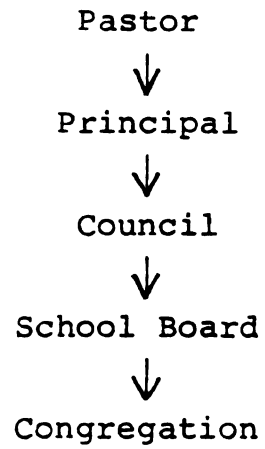


*The pastor advises, directs, and is responsible in all three areas; however, he is not a fixed point in the chain of command. Rather, he steps in as needed.

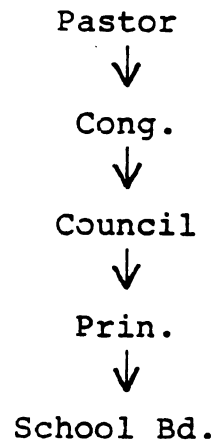
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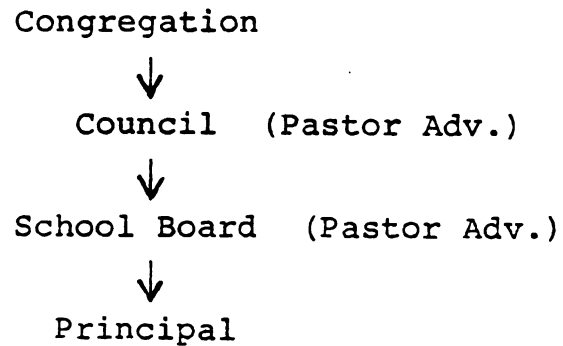
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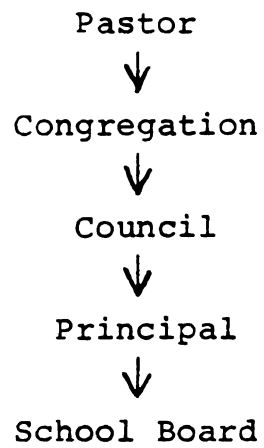
Teacher #6



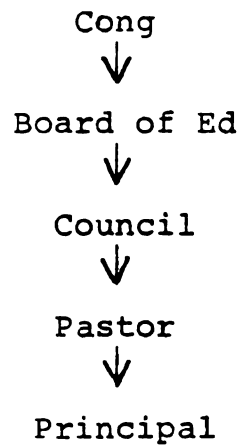
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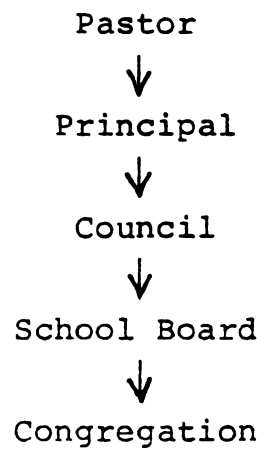
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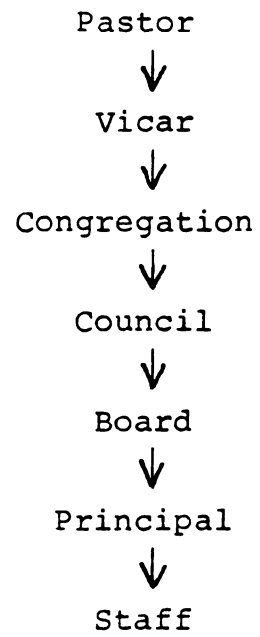
Teacher #9



Teacher #10



Teacher #11



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BIBLIOGRAPHY

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