

ABSTRACT

WHY SCHOOL SUPERINTENDENTS ARE DISMISSED OR ENCOURAGED TO LEAVE THEIR POSITIONS - A STUDY AS EXPRESSED BY MEMBERS OF BOARDS OF EDUCATION INVOLVED IN SELECTED CASES IN MICHIGAN

by Hugh Horace Holloway

Purpose

The purpose of this study was to find new knowledge about superintendent-school board relationships, specifically concerning friction situations in Michigan associated with the severance of the tenure of the superintendent.

Basic Assumptions

Basic assumptions were employed embracing the following concepts: that random samples were sufficient from which to draw inferences, that board members committed themselves when given sufficient opportunity, that board members expressed truthful answers, and that the combination of a check list evaluation and an open-ended answer tended to provide internal validity.

Hypotheses

The following five hypotheses were confirmed.

1. When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved which precipitate this action.
2. These specific factors can be classified in both general categories and specific categories.
3. Of all general classifications in the survey, there is

more than likely one that occurs more predominately, more intensely, than all others.

4. Of the several specific factors that fall within a general classification, there are those special factors that are more prominent than others within each general classification.
5. Of all specific factors in all general classifications, there is more than likely one that occurs more predominately, more intensely, than all others.

The Instrument

The instrument of the research used was a check list evaluation questionnaire with many open-ended questions to allow the respondent to expose his thoughts often and extensively.

Specific Findings

In confirming the hypotheses, three specific facts were apparent:

1. The most common general reason given by board members for the dismissal of superintendents in Michigan is community relationships, but an analysis of the statements of reasons by board members conclusively indicates that the real general reason concerns matters of personal qualities.
2. The most common specific reason for the dismissal of Michigan superintendents deals with matters of integrity.
3. A second and noticeably evident specific reason for the

dismissal of Michigan superintendents involves failure to execute the policies and wishes of the board of education.

Inferences

Confirming the several hypotheses of this research, the outstanding inferences may be noted.

1. School boards and superintendents, working together with the assistance of a well-drafted instrument, could in many cases determine potential conflict areas and expose them for possible resolution.
2. In matters of general classification school board members tend to believe that more superintendents are released because they failed to carry out the board policy than for any other reason. However, the apparent reason, on analysis of written responses, indicates that dismissal is due to factors that concern personal qualities.
3. Superintendents of schools usually rate high in qualities of educational leadership and in matters of finance. At the same time those who are failing superintendents and who rate high in matters of finance tend most frequently to have difficulties in community relationships.
4. We may infer that if the five hypotheses of this thesis are valid for superintendents in general, they are equally valid for a superintendent individually.

Summary

Most failing superintendents fail because of "personal qualities."

Failing superintendents tend to evidence reason to have their integrity suspect in the eyes of the board of education.

Failing superintendents are found most often in situations where the board of education and the superintendent of schools have conflicting views of their roles.

Failing superintendents are accused of "failure to keep the board of education informed" more often than any other single item other than "personal qualities."

Failing superintendents tend to fail in communication.

Failing superintendents tend to be those who are unable to handle the opposition to their recommendations.

Many boards of education do not know how to employ a superintendent of schools.

Many boards of education do not know how to release a superintendent.

The absence of an acceptable agreement as to how to evaluate the work of the superintendent is the most noticeable factor of concern.

Failing superintendents are usually not advised of the real or the specific reasons for their dismissal.

Most failing superintendents owe their failure to themselves.

Some superintendents fail because they are too strong for the position, have standards of education too high for the community, or have standards of ethics too high for some or all of the board members.

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BY MEMBERS OF BOARDS OF EDUCATION INVOLVED
IN SELECTED CASES IN MICHIGAN**

By

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PREFACE

My sincere gratitude is expressed to Dr. Don Leu who has served as advisor for the preparation of this thesis on the completion of my Doctoral Program, to Dr. William Roe who started me along the way and served as my original chairman, to Dr. Clyde Campbell and Dr. Carl Gross whose many years of supervision and help have been a true inspiration, and to Dr. John Useem, Professor of Sociology, who has guided all of my graduate cognate work in that area.

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CHAPTER I.

DISCUSSION AND STATEMENT OF THE PROBLEM

Introduction

Asking questions about why someone was discharged has been a forbidden subject. Absence of facts in this area has caused a void in the information most vital to the study of human relations with respect to superintendent-school board action. It is conceivable that many cases of release of a superintendent could have been avoided had information from previous cases been available as a guide.

The core of this study is the following: When a superintendent of schools is dismissed or encouraged to leave his position, there are specific factors involved which precipitate this action. There are factors that go beyond the generalized reasons usually given. These are, in fact, discernable underlying reasons.

That there is a reason or that there are specific reasons why a school superintendent is dismissed or encouraged to resign is obvious. The purpose of this thesis is more than just to determine reasons. It is to determine certain specific reasons for certain specific cases.

It is not enough to secure generalized statements commonly known as public reasons such as poor relationship with the Board, poor community relationships, poor staff and personnel relationships, poor educational leadership, poor business and finance management,

poor personal qualities, and/or poor competence and efficiency. Rather, specific causes--the specifications that would substantiate the general causes--are the reasons sought.

Sometimes there are underlying reasons why board members vote to release a superintendent from his position or encourage him to leave. At the time of the event, these underlying reasons may not be clear enough in the board member's own mind to be classified as specifications or charges or specific causes; but they are, nevertheless, important to the decision-making process in the mind of the board member. These we seek to identify and classify. We call them underlying causes.

Need of the Study

The dismissal of a superintendent of schools is embarrassing both to the superintendent and to the board of education. Were the specific factors or the more discernible underlying reasons for the need of this action detected by the board of education or the superintendent of schools early in the superintendent's tenure, it is possible that the reasons could systematically and intelligently be eased or eliminated. Such easement and elimination can be accomplished only if one or both parties might be aware of the factors causing the difficulty. It is the purpose of this study to make information available about the many past cases in Michigan. Board members and superintendents may study the pattern of dismissal as one means of preventing similar occurrences in their districts.

Sometimes the dismissal of a superintendent appears to the public to be capricious, unwarranted, and without reason. This usually is due to the fact that the given reason is a public reason;

e.g., a generalized statement of an obscure or at least of a non-specific nature. Hence, the dismissal of a superintendent is often cause for the projection of a bad image of the board of education, the school system as a whole, and the superintendent who is released.

The esprit de corps of the teaching staff is involved in the dismissal of a superintendent. He is a professional, just as they. He is, by law in the State of Michigan, hired as a teacher the same as they. He is, by that same law, to enjoy tenure as a teacher, even though he does not have tenure as a superintendent. It is only logical that the teachers of a school system view the destruction of the image of one of their leaders as reflecting adversely upon the image of the profession. Quite the contrary, if the causes for dismissal are removed, presumably the causes of other difficulties are likewise removed and the total relations throughout the system can be improved.

The implementation of teacher tenure in Michigan, under the law passed by the legislature in 1964 and mandatory on all districts, combined with the Michigan Labor Mediation Act and the Public Employees Relations Act as amended in 1965, compel boards of education to draft policies and procedures for the reasonable and orderly dismissal of teachers. The Tenure Act also permits boards of education to place superintendents on tenure as superintendent. In these cases, no superintendent of schools will be dismissed without the presentation of specific charges and without the right to a hearing of those charges unless the situation is so bad that the superintendent presents his resignation in order to avoid unfavorable publicity.

Consolidation of school districts within the State of Michigan brings with it unanswered questions concerning personnel policies and practices. With each consolidation or annexation or reorganization, the board of education will find itself faced with new and challenging problems never before endemic to its particular situation. These become problems of leadership and pose potential school board-superintendent friction.

The professionalization of the school superintendent and the sophistication of school board members in their respective duties combine to make information on the subject of school board-superintendent relations important to school operation.

These are only a few factors which have, in the past, produced cases of school board-superintendent differences. They will, in the future, continue to bring about the release of school superintendents and will bring pressure on administrators to leave their positions.

Knowing in advance many of the pitfalls of his predecessors, of his neighbors, and of his peers, a superintendent may plan his actions more carefully for the preservation of his job. Knowing in advance those areas of conflict and subjects that have caused friction in other parts of the state, the board of education can take action to guide its superintendent in the direction of policies it would wish to have executed. It can take action that may in many cases prevent friction which might lead to the necessity of removing the superintendent from his position.

The Purpose of the Study

The purpose of this study is to find new knowledge about

superintendent-school board relationships, specifically concerning friction situations associated with the severance of the tenure of the superintendent. Inferences about these causes of friction will be drawn.

It is further the purpose of this study to make new knowledge available: to the colleges of education who train administrators, to the teacher placement bureaus who recommend superintendents for placement, to the boards of education who hire such superintendents, and to the superintendents of schools in general. All of these persons and agencies are interested in this most important information. All wish to reduce conflict.

Hypotheses

It is anticipated that the resultant inferences will lead to the development of the following general hypotheses:

1. When a superintendent of school is dismissed or is encouraged to leave his position there are specific factors involved which precipitate that action.
2. These specific factors can be classified in both general categories and similar specific categories.
3. Of all general classifications in the survey, there is more than likely one that occurs more predominately, more intensely, than all others.
4. Of the several specific factors that fall within a general classification, there are those special factors that are more predominant than others within each general classification.
5. Of all specific factors in all general classifications,

there is more than likely one that occurs more pre-dominately, more intensely, than all others.

Statement of the Problem

The problem resolves itself to:

1. Identify by means of a questionnaire to school board members those factors which precipitate the dismissal or pressure upon a superintendent to leave his position.
2. Classify those factors within the seven selected general classifications to facilitate analysis by general classification and to further facilitate the analysis by specific classification within each general classification.
3. Draw inferences from the relationship of the specific and the general factors, and expose them to intensity analysis.
4. Interpret the data, and choose among all possible interpretations the most reliable factors that explain the causes of school board-superintendent friction.

Basic Assumptions

On the assumption that the purpose of this particular study is to draw inferences about the causes for the dismissal of school superintendents, the important theoretical issue of sampling must be considered. If all the dismissed superintendents were included in the study, there would be no need for statistical inferences because the mean of this group would be the population value. Be-

cause responses are limited, one is forced to draw random samples from the population and, on the basis of these samples, estimate the population values.

On the assumption that the core of this study is to find specific factors involved (known as discernible, underlying causes) which precipitated dismissal, the important theoretical issue of repetition of commitment must be considered. If all of the board members contacted were to give specific, clear-cut statements upon the first request, then the results would be final. Because board members responses are inherently conservative, it is necessary to repeat certain types of requests to cause the board member to commit himself in at least one place in the questionnaire.

On the assumption that the results of this study are designed to assist boards of education in the future by making available to them knowledge of friction situations, the theoretical concept of mutual assistance must prevail and, therefore, the answers given to the questionnaire must be assumed to represent the true and honest expressions of opinions of the persons answering the survey.

On the assumption that the technique of this particular study (survey technique of a question and answer check list type) is adequate only to the extent of the present state of the art and may even so omit certain facts or causes for consideration, it is desirable to utilize the open-ended survey to allow more complete and more adequate commitment of the person answering the survey sheet. Hence, the more personalized-type response of the comment-type answer lends itself to the more intimate view of the board members' opinions.

Procedural Steps and Methods

It was necessary to learn the names of superintendents of schools who had been dismissed or asked to leave their positions. This study was limited to the State of Michigan. Cases to be considered were to have occurred between July 1, 1955, and July 1, 1965.

To learn these names, a preliminary contact was made to most placement officers of college placement bureaus to solicit their cooperation should such a project be approved. Most contacted expressed interest in the study. To formalize the action a letter was sent to each of the following College Placement Bureaus in Michigan:¹

Michigan State University
East Lansing, Michigan
Mr. George Peterson

The University of Michigan
Ann Arbor, Michigan
Mr. Evart Ardis

Eastern Michigan University
Ypsilanti, Michigan
Mr. Richard J. Nisbet

Central Michigan University
Mount Pleasant, Michigan
Mr. Paul M. Winger

All four replied giving suggestions.

Another source of names and situations for this study was the Intermediate School Superintendent (formerly called County Superintendent). These superintendents were usually closer to the conflict situations than any other person not actually in the conflict. A letter was sent to each Intermediate Superintendent of

¹ See Appendix 1

Schools asking his support in locating cases.²

The benefit of including these officials was the opportunity of cross-checking. Their suggested cases were compared with those suggested by the placement directors and with those suggested by other sources. Their information added apparent validity to many of the cases to be considered. Their participation was also useful in removing several cases not appearing to be truly representative.

Other less scientific sources provided names and cases to be considered. Fellow superintendents volunteered information. School board members offered leads to investigate. Friends of the writer offered leads. Several commercial placement bureaus provided locations and dates of instances. All groups combined provided 83 cases that were investigated in the study.

Validation of the list of names submitted by the various sources was done by the candidate and his advisor, Dr. Donald Leu.

The next step was the location of board members who served on the boards at the time the incidents under study occurred. It was necessary to search the records, in some cases, of the individual district for this information. Some cases were found through the files of the Michigan Department of Education. In a few cases where difficulty was encountered, the present superintendent of the district secured the name and address for the study.

This name search was done by personal interview, by personal record search, by mail, and by telephone inquiry. The names and addresses were carefully tabulated and checked to determine

whether or not a reasonable number of informed board members for each case could be located. It seemed desirable, but not necessary, to select primarily those cases where no less than two board members were familiar with the dismissal.

The refinement of the instrument, so that it would give sufficient information of the subject but still bear the brevity necessary to encourage cooperation, was difficult.³ It was necessary to maintain an open-ended survey sheet (questionnaire) to allow the participant to go as far as he desired in presenting information. Since follow-up interviews were not anticipated, due to the geographical scatter of cases to be considered, it was determined to sacrifice brevity in favor of comprehensiveness. The questionnaire was mailed to members of 83 boards of education. A total of 520 questionnaires were mailed.⁴ At the cut-off date, there were 28 superintendents whose boards of education responded with two or more replies and whose replies validated the case as a dismissed superintendent or a superintendent who was encouraged to leave. Seventy-two board members responded in these 28 cases.

Definition of Terms

Superintendent of Schools - One who has been employed by a board of education for the specific position of superintendent of schools and who held a contract for that position at the time of discharge, dismissal, or departure.

School Board Member - One who legally held the position of member of a board of education at the time of the dismissal under consid-

³See Appendix 3, Instrument

⁴Cover Letter, See Appendix 4

eration. For the purpose of this study, only those members were questioned who served on a board which had either dismissed a superintendent of schools or had encouraged a superintendent to leave.

Dismissed Superintendent - A superintendent who has been asked to leave his position or is specifically informed that his contract will not be renewed. This may also include cases where a board breaks a contract prior to the termination date. Even if after this action the superintendent agrees to resign, he is still, for the purposes of this survey, considered a dismissed superintendent because the board's intent was clear.

Superintendent Encouraged to Leave - Where inferences and suggestions were strong or where opposition was great and the superintendent did see these signs and because of them left, this is defined as a superintendent encouraged to leave.

Specific Reasons and/or Underlying Reasons - These are the real reasons, as perceived by questionnaire respondents, of a specific nature, not the public reasons of a general designation. Charges are usually in general terms such as negligence or incompetence. Specifications of these charges may be called underlying reasons. Specific reasons of fact that are used to prove ambiguous charges such as negligence or incompetence, are the ones we seek.

Overview

The survey instrument provides the most adequate overview of the purposes of this research. It was developed from the literature which is reviewed in Chapter II. The design of the study and the design of the instrument are spelled out in detail in Chapter III. In Chapter IV the results are analyzed, and in Chapter

V the study is summarized and the conclusions are stated.

The instrument is presented next as a practical overview.

C O N F I D E N T I A L

Identification is by
Number Only _____
(You need not sign)

**WHY SCHOOL SUPERINTENDENTS ARE DISMISSED OR ENCOURAGED
TO LEAVE THEIR POSITIONS**

**A Study as Expressed by Members of Boards of Education
Involved in Selected Cases in Michigan**

1. When you were a member of a board of education was the superintendent of schools

<input type="checkbox"/>	Fired
<input type="checkbox"/>	Contract not renewed
<input type="checkbox"/>	Eased out conveniently
<input type="checkbox"/>	Asked to leave
<input type="checkbox"/>	Other, please explain

2. On what date did this occur? (approximately) _____
3. What was the name of the Superintendent? (If you can remember)

4. Did you support the action stated in #1 at that time? _____
5. Do you still feel it was the proper action to take? _____
6. What was your age at that time:

<input type="checkbox"/>	up to 25
<input type="checkbox"/>	26 thru 35
<input type="checkbox"/>	36 thru 45
<input type="checkbox"/>	46 thru 55
<input type="checkbox"/>	56 on up
7. What was your position on the board at that time?

<input type="checkbox"/>	President
<input type="checkbox"/>	Vice President
<input type="checkbox"/>	Secretary
<input type="checkbox"/>	Treasurer
<input type="checkbox"/>	Trustee
8. List approximately the inclusive dates of your service on the board of education

9. What was your occupation at the time of the incident? _____

10. What kinds of reasons did the board give the man for the action taken? ☐ Very specific
☐ Specific
☐ General
☐ Vague
☐ None
11. What notice was the man given of his pending dismissal or release or desire that he should leave? ☐ None
☐ 1 month
☐ 3 months
☐ 6 months
☐ 1 year
☐ Other, explain

12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?
13. For an overall appraisal of the superintendent will you please indicate in the following:
- S for his strongest area of activity (1 only)
 and
W for his weakest area of activity (1 only)
- ☐ Relationship with the board
☐ Community relationships
☐ Staff and personnel relationships
☐ Educational leadership
☐ Business and finance
☐ Personal qualities
☐ Competence and efficiency
14. Do you recall the official action entered into the Minutes at that time?
- ☐ Yes
☐ No

If you do recall, please describe.

.....

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.....

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.....

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
A. RELATIONSHIP WITH THE BOARD						
1. Kept the board informed on issues, needs, and operation of the school system.						
2. Offered professional advice to the board on items requiring board action, with appropriate recommendations based on thorough study and analysis.						
3. Interpreted and executed the intent of board policy.						
4. Sought and accepted constructive criticism of his work.						
5. Supported board policy and actions to the public and staff.						
6. Had a harmonious working relationship with the board.						
7. Understood his role in administration of board policy, not policy making.						
8. Kept the board informed of concerns about the schools expressed by the public.						

RELATIONSHIP WITH THE BOARD

Can you add any comments about his relation with the Board of Education? What were the things you disliked, the things that bothered you or others, etc., etc., etc.?

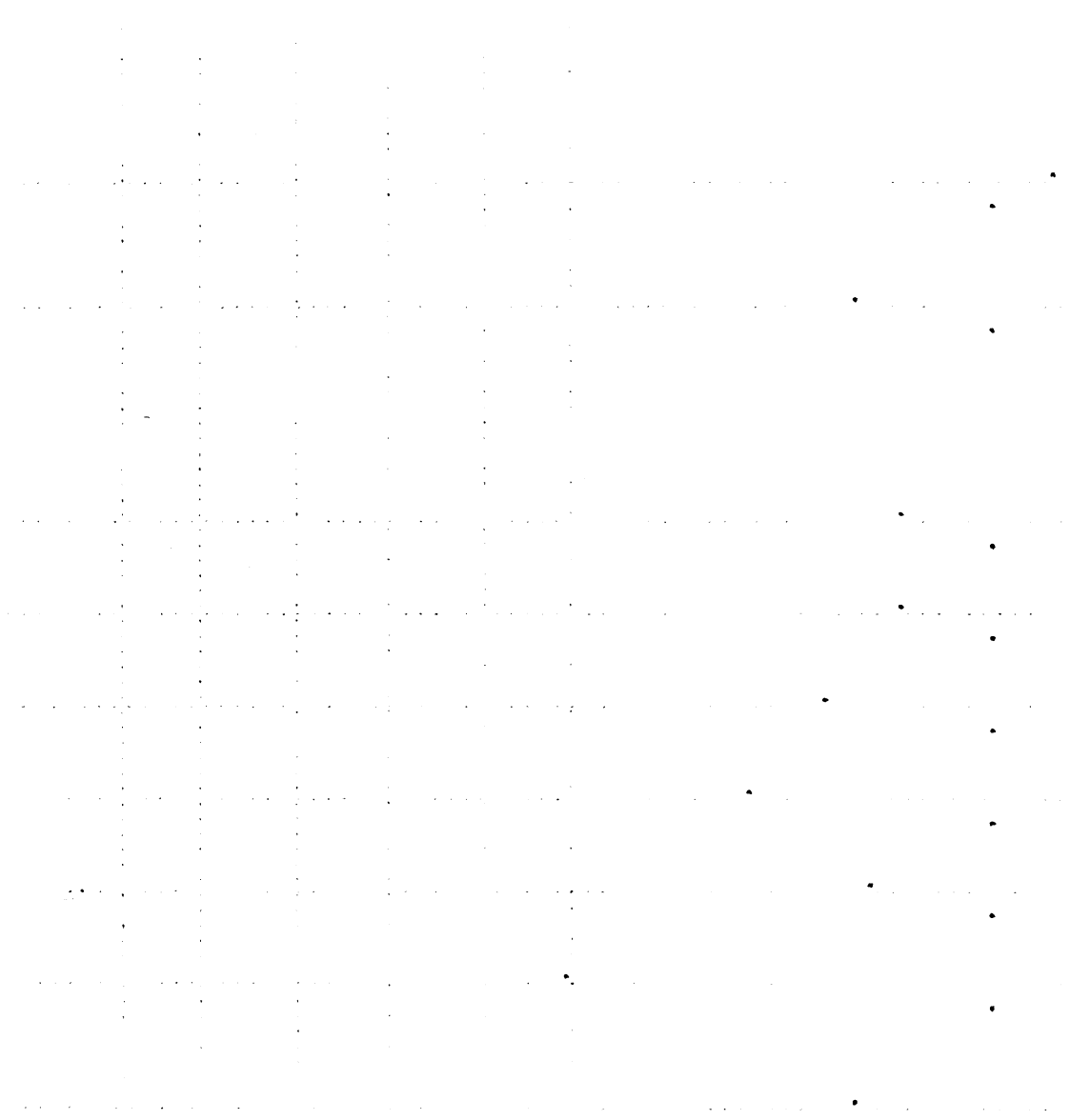


Figure 1: A 10x10 grid of squares with a dashed line and scattered dots.

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
B. COMMUNITY RELATIONSHIPS						
1. Gained respect and support of the community on the conduct of the school operation.						
2. Solicited and gave attention to problems and opinions of all groups and individuals.						
3. Developed friendly and cooperative relationships with news media.						
4. Participated actively in community life and affairs.						
5. Achieved status as a community leader in public education.						
6. Worked effectively with public and private agencies.						

COMMUNITY RELATIONSHIP

Can you add any comments about his community relationships? What were the things you disliked, that bothered you or others, etc., etc., etc.?

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the integrity of the financial system and for the ability to detect and prevent fraud.

2. The second part of the document outlines the specific requirements for record-keeping, including the need to maintain separate accounts for each transaction and to ensure that all records are properly indexed and filed.

3. The third part of the document discusses the importance of regular audits and reviews of the records. It states that audits should be conducted at least once a year and that the results of the audits should be reported to the appropriate authorities.

4. The fourth part of the document discusses the importance of training and education for all personnel involved in the record-keeping process. It states that all personnel should receive regular training and education to ensure that they are up-to-date on the latest record-keeping practices.

5. The fifth part of the document discusses the importance of maintaining the confidentiality of the records. It states that all records should be stored in a secure location and that access to the records should be restricted to authorized personnel only.

6. The sixth part of the document discusses the importance of maintaining the accuracy of the records. It states that all records should be checked for accuracy and that any errors should be corrected immediately.

7. The seventh part of the document discusses the importance of maintaining the completeness of the records. It states that all records should be complete and that no records should be missing or destroyed.

8. The eighth part of the document discusses the importance of maintaining the legibility of the records. It states that all records should be written in a clear and legible manner and that any illegible records should be re-written.

9. The ninth part of the document discusses the importance of maintaining the consistency of the records. It states that all records should be maintained in a consistent manner and that any inconsistencies should be corrected.

10. The tenth part of the document discusses the importance of maintaining the security of the records. It states that all records should be protected from theft, loss, and damage and that appropriate security measures should be taken to ensure the safety of the records.

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
C. STAFF AND PERSONNEL RELATION- SHIPS						
1. Developed and executed sound personnel procedures and practices.						
2. Developed good staff morale and loyalty to the organization.						
3. Treated all personnel fairly, without favoritism or discrimination, while insisting on performance of duties.						
4. Delegated authority to staff members appropriate to the position each holds.						
5. Recruited and assigned the best available personnel in terms of their competencies.						
6. Encouraged participation of appropriate staff members and groups in planning, procedures and policy interpretation.						
7. Evaluated performance of staff members, gave commendation for good work as well as constructive suggestions for improvement.						
8. Took an active role in development of salary schedules for all personnel, and recommended to the board the levels which, within budgetary limitations, will best serve the interests of the district.						

STAFF AND PERSONNEL RELATIONSHIPS

Can you add any comments about his staff and personnel relationships? What were the things you disliked, that bothered you or others, etc., etc., etc.?

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
D. EDUCATIONAL LEADERSHIP						
1. Understood and kept informed regarding all aspects of the instructional program.						
2. Implemented the district's philosophy of education.						
3. Participated with staff, board, and community in studying and developing curriculum improvements.						
4. Organized a planned program of curriculum evaluation and improvement.						
5. Provided democratic procedures in curriculum work, utilizing the abilities and talents of the entire staff and lay people of the community.						
6. Exemplified the skills and attitudes of a master teacher and inspired others to highest professional standards.						

EDUCATIONAL LEADERSHIP

Can you add any comments about his educational leadership? What were the things you disliked, that bothered you or others, etc., etc., etc.?

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
E. BUSINESS AND FINANCE						
1. Kept informed on needs of the school program--plant, facilities, equipment and supplies.						
2. Supervised operations, insisting on competent and efficient performance.						
3. Determined that funds were spent wisely.						
4. Determined that adequate control and accounting were maintained.						
5. Evaluated financial needs and made recommendations for adequate financing.						

BUSINESS AND FINANCE

Can you add any comments about his business and finance? What were the things you disliked, that bothered you or others, etc., etc., etc.?

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
F. PERSONAL QUALITIES						
1. Defended principle and conviction in the face of pressure and partisan influence.						
2. Maintained high standards of ethics, honesty, and integrity in all personal and professional matters.						
3. Earned respect and standing among his professional colleagues.						
4. Devoted his time and energy effectively to his job.						
5. Demonstrated his ability to work well with individuals and groups.						
6. Exercised good judgment and the democratic processes in arriving at decisions.						

PERSONAL QUALITIES

Can you add any comments about his personal qualities? What were the things you disliked, that bothered you or others, etc., etc., etc.?

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
G. COMPETENCE AND EFFICIENCY						
1. Prompt and efficiently handled all reports.						
2. Anticipated events and occurrences and prepared in advance to meet them properly.						
3. Knew his job well.						
4. Provided well-planned agendas and had information readily available to the board.						
5. Kept the financial records well and kept the board advised of such matters.						
6. Overall leadership.						

COMPETENCE AND EFFICIENCY

Can you add any comments about his competence and efficiency? What were the things you disliked, that bothered you or others, etc., etc., etc.?

CHAPTER II.

REVIEW OF THE LITERATURE

Pertinent information is reviewed in this chapter in the following sequence: The Role of the Superintendent, The Right to Know Why A Superintendent is Released, General Characteristics of the Superintendent, Role Perception: Board of Education-Superintendent, Selecting A Superintendent, Span of Responsibility, Why Superintendents Get Fired, Discussion of the Literature, and Summary.

In the section on Discussion of the Literature an explanation of how the instrument of this survey was developed is presented.

The Role of the Superintendent¹

The superintendent has many functions, but all are focused on a single goal: to provide the best possible education in his community.²

The superintendent of schools is successful in his four areas of responsibility: (a) provide educational opportunity; (b) select and train personnel; (c) provide funds and facilities.

¹"Roles, Responsibilities, Relationships of School Board, Superintendent, and Staff," (Washington D.C.: American Association of School Administrators, 1963)

²Educational Policies Commission of the National Education Association and the American Association of School Administrators, "The Unique Role of the Superintendent of Schools" (Washington D.C.: 1965), p. 2.

ties; and (d) maintain good public relations;³ when he has learned to cause people to want to do those things they believe are best toward the implementation of the basic school philosophy of education by: (a) skillful development of programs; (b) clear and concise translation of those programs into understandable and measurable objectives; (c) public relations that cause people to desire those objectives enough to be willing to pay for them; (d) leadership that produces those programs as planned; and (e) careful and continuous evaluation of programs, program needs, and need of programs.⁴

By its very nature, administration calls for common understanding, mutual respect, and full measure of confidence among all who work in the schools as well as all who serve on school boards, the agency to which the people have delegated so large a measure of responsibility for their children's education. There is little place in this mutual responsibility for authoritarian methods or for selfish advantage-seeking.⁵ If the superintendent is a leader in the true sense, he must be expert in bringing out the best in his community and in his staff. Fulfillment of this role demands the performance of myriad tasks.⁶

An insight into the decision-making problems of the school superintendent arises out of the uncertainty of the exact direction of his role as a leader. A recent edition of the AASA Yearbook treats the superintendent as an instructional leader. Chapter two of that

³Daniel E. Griffiths, et al, Organizing Schools for Effective Education (Danville, Illinois: The Interstate Printers & Publishers, Inc., 1962), p. 162.

⁴"A Few Philosophical Words from the Superintendent," (Weekly Bulletin #28, Sault Ste. Marie Public Schools, March 30, 1964)

⁵"Planning Education for the 1970's" A Report of the Superintendent of Sault Ste. Marie Public Schools (July 1, 1964), p. 6.

⁶Educational Policies Commission of the National Education Association and the American Association of School Administrators, "The Unique Role of the Superintendent of Schools" (Washington D.C.: 1965), p. 2.

book starts with the caption, "Instruction Comes First,"⁷ and the book suggests that innumerable distractions prevent superintendents from doing much about instructional program. "That superintendents fail to deal directly with instruction is a judgement often expressed by curriculum workers; superintendents themselves have frequently joined in the chorus."⁸ This position is recorded time and time again in the literature. "In the forefront of the superintendent's consideration is the instructional program of the schools."⁹

Dr. Roald F. Campbell, Director of Midwest Administration Center, University of Chicago, takes an opposing point of view in the American School Board Journal:

. . . It is the aim of this statement to try to clarify the purpose of education administration and to suggest that working directly and extensively with the instructional program, as much of the current literature suggests, may actually prevent the superintendent from making his greatest contribution to teaching and learning.¹⁰

These conflicting references, symbolical of references in general, call our attention to the unique role of the superintendent of schools. He is in a strategic, if trying, position to help not only boards of education but teachers, custodians, clerks, and other administrators, singly or in groups, as they work through their common problems. He is a professional advisor to whom the board looks for

⁷American Association of School Administrators, The Superintendent as Instructional Leader (Washington, D.C.: National Education Association, 1957), p. 20.

⁸Roald F. Campbell, "Guilt Feelings for the Superintendent," The American School Board Journal (August, 1958), p. 11.

⁹Educational Policies Commission of the National Education Association and the American Association of School Administrators, "The Unique Role of the Superintendent of Schools" (Washington D.C.: 1965), p. 2.

¹⁰Campbell.

recommendations on policy, the chief administrator of the schools, the leader of the professional staff, and a protector and defender of the rights of children to the best and most appropriate educational opportunity. He is a professional educator and a professional school administrator, also. Mr. Maurice Strahl very aptly said: "Anything which weakens the superintendent's effectiveness in any of his roles, will ultimately weaken the schools."¹¹

The Right to Know Why A Superintendent Is Released

One editorial in The Nation's Schools was the spark that started this writer on his study of why school superintendents are dismissed or are encouraged to leave their positions. The editorial carried the stimulating title, "Right to Know." Within it were implications of immense proportion.

If a school board abruptly dismisses a superintendent in the middle of a three-year contract, are the citizens of that community entitled to know why?

The setting of this controversy is in Oceanside, N.Y., but its implications reverberate across the nation. The facts are apparently that MacDonald F. Egdorf, whose contract as superintendent of schools for the school district of Oceanside, N.Y., would have continued through 1962, was dismissed Monday evening March 6.

The only reason given by the board for this action was the existence of 'basic differences.' The president of the board told reporters that 'honesty or integrity' was not involved in the firing. Since then (up to the time of this writing) the board has consistently refused to give any further explanation for its action.¹²

General Characteristics of the Superintendent

The American Association of School Administrators developed

¹¹Mr. Maurice Strahl, President, Board of Education, Sault Ste. Marie Public Schools, January 1964.

¹²"Right to Know," The Nation's Schools Vol. 67, No. 6. (June 1961), pp. 49-50.

some general characteristics of superintendents. The purpose of their study was simply to learn: "Who are our superintendents?" The report under the title "Profile of the School Superintendent"¹³ can be summarized as follows: The average superintendent median age was 51; most frequently reported age was 54. 73% were graduated from high schools in communities of under 10,000 population, even though in 1924 approximately 63% of the total public high school enrollment was in high schools in communities of 10,000 population or less.¹⁴ He took his first position between ages 22 and 24. Approximately 90% of the superintendents took their first administrative or supervisory position before the age of 35. The median age was 27.5. The median age at the first superintendency was 35.6 years, but the range was from under 20 to 55 years or over.

The opinion that school superintendents as a whole are a highly mobile group, changing positions every three or four years, was not substantiated by the study. In fact, 44.2 percent of the men studied had held only one superintendency, and 26.5 percent had held only two. Two-thirds of those reporting had spent five or more years in the positions they were then holding.¹⁵

On the whole it was found superintendents do not move from state to state, an important fact in the study at hand. Median length of time in present position was slightly under 8 years.

¹³American Association of School Administrators and Research Division of the National Education Association, "Profile of the School Superintendent," (Washington D.C.: American Association of School Administrators)

¹⁴Calculated on the basis of: U.S. Department of the Interior, Bureau of Education, Biennial Survey of Education, 1922-1924. (Washington D.C.: Superintendents of Documents, Government Printing Office, 1927), pp. 346 and 394.

¹⁵American Association of School Administrators and Research Division of the National Education Association, "Profile of the School Superintendent," (Washington D.C.: American Association of School Administrators)

About 9 percent of the superintendents have served 20 or more years in their present position, and about 35 percent have spent less than 5 years.

A study of superintendents in Michigan indicated that Michigan superintendents tend to follow the national norms:

The investigation found that the ages, salaries, tenure, and academic preparation of superintendents in Michigan have increased considerably in the last 35 years. These increases are in keeping with superintendents elsewhere in the nation.¹⁶

Ebeling added a few other comments from his study of background interest to this research project:

The majority of the superintendents felt that their course work in Public School Finance has contributed the most to their effectiveness in superintendence.

Education and non-education work experiences, were highly regarded by almost all of the evaluating superintendents. The areas recommended by the greatest number of superintendents for emphasis in future superintendents' training programs were: Internship Training and Public School Finance.¹⁷

The frightening impossibility of success of a school superintendent is implied in the study of selected administrative principles as they may be applied in certain school districts in the State of Michigan by Paul Henry Appel. He writes:

The study presents data which support the following hypotheses:

1. Present public school administrative practices are at variance with basic principles of good organization.
2. The span of control for the superintendent is too large in most of the public school districts.
3. Superintendents in districts which employ fifty or less

¹⁶George William Ebeling, Ph. D., "The Status of Superintendents of Public Schools in Michigan," (Publication No. 5032) (University of Michigan, 1953).

¹⁷Ibid.

teachers identify themselves with more administrative functions than superintendents in districts of two hundred or more teachers.

4. Superintendents of most districts perform functions primarily related to non-instructional activities.

5. The superintendent tends to share and assign more functions as the organization becomes more complex.¹⁸

And he concludes by stating:

Some of the findings were:

1. The superintendent of schools in most districts is too involved with functions which are not directly related to the instructional program. There is evidence in this study that many of the superintendents are preoccupied with busses, budgets, bonds and buildings. However necessary these activities may be, the respondents indicate they give them a high priority and devote a disproportionate share of their time to them. Over half of the superintendents assume sole responsibility for the performance of all the management functions.¹⁹

Role Perception: Board of Education-Superintendent

Explorations In Role Analysis may become the hallmark of method. It is an attempt to forge a closer link between theoretical and empirical analysis concerned with the study of roles. The concluding observations of the book itself summarize the theory:

The role concept, in its present most frequent usage, focuses attention on ideas of central importance to the several social sciences. One of these is that human behavior is influenced to some degree by the expectations individuals hold for themselves or which other individuals hold for them. Another is that a person's locations or positions in social structures influence the kind of social relationships in which he is involved and the evaluative standards he or others apply to his behavior. Derivative from these is the basic proposition that human behavior is in part a function of the positions as individual occupies and the expectations held for incumbents of these positions. It is not surprising then that the role concept has found its way into models or conceptual schemes dealing with social behavior and that it is a central term in the writings of social scientists

¹⁸Paul Henry Appel, Abstract - A Study of Selected Administrative Principles as They May be Applied in Certain School Districts in the State of Michigan.

¹⁹Ibid.

like Linton, Newcomb, and Parsons, in whose analyses attempts to cross the boundaries between the individual social science disciplines can be discerned.²⁰

In another book, Neal Gross applies, in practical situation, the results of his study explained in Explorations in Role Analysis. For instance, one simple application of his theory produces the following hypotheses:

If an executive and his board of directors hold similar ideas about who should do what, and if they agree on policies and programs for their organization, then one crucial ingredient is present for relatively smooth working relationships.²¹

Another interesting hypotheses which relates to our study is:

Another finding of interest is that school boards which in general tend to agree with their superintendents on what their two jobs entail are more likely to adhere to professional standards than boards which tend to disagree with their superintendents on what the superintendent and the school board ought to do.²²

Perhaps School Management should be given credit for briefing Neal Gross' Who Runs Our Schools? in its best and most valuable form.

Perhaps the most valuable service this book performs is to bring into the open the unfortunate hostility and lack-of-trust that prevails between administration and school board in so many districts. Were both parties in a given district, to read this book together, it would certainly do much to improve relations. There is no preaching, no castigation. Gross presents facts. The readers can develop their own "lesson plans."²³

²⁰Neal Gross, Ward S. Mason, and Alexander W. McEachern, Explorations in Role Analysis (New York: John Wiley & Sons, Inc., 1964.) p. 319.

²¹Neal Gross, Who Runs Our Schools? (New York: John Wiley & Sons, Inc., 1958) p. 113.

²²Ibid, p. 100.

²³"What Holds School Superintendents Back?", School Management (January 1959) p. 54.

The importance of rapport is emphasized by Joseph Pois in The School Board Crisis, dealing with the Chicago situation, in his statement:

In striving to understand how the general superintendent responds to board members, one must weigh the interplay of personalities and the fact that in some instances a rapport will be established almost immediately while in other cases a persistent incompatibility is evident.²⁴

Other studies emphasize the role perception concept. Luke-tich in a study designed to record and compare the superintendent's self perception and perceptions of him held by his board members, concluded:

Analysis of the data in this study indicated that: (1) a direct relationship exists between perceptual congruence and effective communication. More effective communication, then, results when board members and superintendents share perceptions of the superintendent's behavior.²⁵

Norby, in a study attempting to identify and describe the characteristics of school superintendents that school board members consider essential for success made the following conclusions:

Those conclusions and generalizations that seem warranted within the limitations of the study are presented.

1. There is considerable variation among school board members with respect to the qualities and abilities considered necessary to success in the superintendency.

2. School board members, generally, place their greatest emphases on these abilities and skills which the modern educational administrator considers most desirable. Therefore, the superintendent can safely assume more of the professional leadership function just so long as he works within the frame work of good communication with all those concerned.

²⁴Joseph Pois, The School Board Crisis - A Chicago Case Study (Chicago: Educational Methods, Inc., 1964) p. 89.

²⁵Donald Michael Luketich, Ed. D., A Relationship of Perceptual Congruence to School Board-Superintendent Communications, Vol. XXIII, No. 11. (Colorado State College: May 1963)

3. School board members place particular value on those competencies that relate to the superintendent's ability to work creatively and sincerely with his professional educational staff.

4. Members of school boards tend to be particularly concerned about the superintendent's ability to assist in the formulation and execution of policy.

5. The personal qualities and interests of the superintendent of schools are considered of significant importance to school board members only when they affect the execution of his professional position.

6. It appears that it would be important for a prospective superintendent to determine as accurately as possible the perceptions of superintendents' competencies held by the board and by the individual members themselves.

7. Findings seem to have rather strong implications for the character of administrator-education.²⁶

Selecting A Superintendent

On Selecting A Superintendent of Schools, published by the American Association of School Administrators begins with:

Not enough is known to identify principles and practices that inevitably will result in a wise choice. But some practices have been identified that more often than not result in an intelligent decision.²⁷

And this very statement allows for wide and diverging opinions as to where and how to begin. Brower²⁸ emphasizes setting down the school boards' aims and presenting them in readable form as the first and foremost step. Bortner who says, "A school board performs no function more important than the selection of a chief execu-

²⁶Theo John Norby, Ed. D., Perceptions of Superintendents' Competencies by School Board Members, (Stanford University, 1955) (Publication No. 15,351), p. 55.

²⁷"On Selecting a Superintendent of Schools," (American Association of School Administrators, 1962), p. vi.

²⁸Robert Brower, "How to Find and Select a Superintendent," School Management (March 1960), p. 95.

tive officer to administer its schools,"²⁹ indicates that the board should have a job specification well drafted. Dittman, in "Selecting a New Superintendent," emphasizes the importance of the candidate's character and personality, but further admonishes: "Don't under any circumstances decide upon any candidate in a hurry!"³⁰ School Management, in conjunction with an interview with Dr. Robert Imnell, in presenting "How to Test Your Next Superintendent," gives an excellent test for consideration, involving many of the points already discussed.

What is a Good Superintendent?

Before Massillon's board of education went looking for a superintendent, it drew up a list of desirable characteristics which each candidate ought to have. These criteria, designed specifically to fit Massillon's needs, guided the board throughout the selection process--even in the final interviews.

1. He must place educational leadership above managerial responsibility.
2. He must have demonstrated skill in dealing fairly with staff and employees.
3. He must delegate authority wisely.
4. He must be aware of trends in education and recommend ideas to the board.
5. He must develop a strong curriculum and strong extra-curricular program without allowing one to interfere with the other.
6. He must have skill in offering sound professional advice to the board.
7. He must have skill in developing and operating budgets.

²⁹Doyle M. Bortner, "A Committee Approach to Selecting A Superintendent," The American School Board Journal (June, 1960), p. 17.

³⁰Elva Dittman, "Selecting A New Superintendent," The American School Board Journal. (July, 1958), p. 18.

8. He must accept constructive criticism and suggestions.
9. He must be a good public relations man, and be skilled in enlisting the support of the entire community.
10. He must be a forceful speaker, have a pleasing personality and be interested in civic welfare.
11. He must have the ability to work with people from all walks of life.
12. He must have at least two years of graduate, professional preparation in school administration. A doctorate is preferred.
13. He must have been a superintendent of a school system of at least 125 teachers for at least five years, or assistant superintendent in a larger system.
14. He must be married. Preferred age between 35 and 50 years.
15. He must be in good health and must submit to a physical examination at board expense.³¹

Dils, in "We're Looking for A Superintendent," presents an excellent summary rating sheet.³² This may be compared with a rating sheet presented by Baughman in "When You Select A School Administrator."³³

Span of Responsibility

"How Should School Boards Measure the Competence of an Administrator" ends ominously: "The board may have no choice; it cannot support or defend ineffective leadership."³⁴ "Pressures are

³¹Robert Immel, "How to Test Your Next Superintendent," School Management (December, 1961) p. 55.

³²Eugene W. Dils, "We're Looking for a Superintendent," The American School Board Journal (March, 1962), p. 18.

³³M. Dale Baughman, "When You Select a School Administrator," The American School Board Journal (February, 1961), p. 19.

³⁴Martin Essex, et al, "How Should School Boards Measure the Competence of an Administrator?" The Nation's Schools, Vol. 68, No. 3 (September, 1961), p. 59.

Part of the Superintendent's Job,"³⁵ lists many of the numerous pressures on the superintendent. An editorial in The American School Board Journal, May, 1959, states the position quite well:

As professional head of the school system, the superintendent is inevitably the center of all pressure for the correction of difficulties and failures in school policy and operation. In smaller communities, he must set right every grievance of individuals, teachers, and citizen groups. On the positive side, the superintendent is, and must be, the center of all movements for the betterment of schools, for the expansion of the curriculum and instructional services, the school plant program, needed increases in the school income, better salary services--in a word, all that contributes to a higher quality of education and citizenship. The present ferment for the improvement of the high school is typical of other less publicized areas in which the superintendent must do more than merely carry on. Unfortunately for the individual superintendent, these leadership duties cannot be discharged without opposition and personal antagonisms. A superintendent's success in office can be measured largely by his effective handling of the opposition to his positive recommendations for a better local school system.³⁶

And the numerous other points of consideration within the responsibility realm of the superintendent are typically symbolized by the challenge, "How Well Does the Superintendent Speak?"³⁷

But the problems begin to increase and the literature is replete with advice. "Budgeting the Administrator's Time" emphasizes:

The superintendent today can budget his time wisely only when he realizes that public school administration is a team effort, and that jobs must be assigned to people who can assume responsibility and carry the job through.³⁸

³⁵"Pressures are Part of the Superintendent's Job," The Nation's Schools, Vol. 67, No. 3. (March, 1961), pp. 70-73.

³⁶William C. Bruce, (ed.), "The Superintendent's Job," The American School Board Journal (May, 1959), p. 50.

³⁷J. Howard Kramer, "How Well Does the Superintendent Speak?" The American School Board Journal (September, 1962), p. 15.

³⁸Paul D. Ehret, Et al, "Budgeting the Administrator's Time," The Nation's Schools, Vol. 66, No. 2. (August, 1960) p. 51.

Nat Burbank in telling "How to Superintend the Board"³⁹ emphasizes that the superintendent must learn to pace himself because it is impossible to work 60 or 70 hours per week.

"On Better Board-Superintendent Relations"⁴⁰ attempts to explain how boards and superintendents can solve problems together.

"A Firm Foundation for School Board-Superintendent Relationships" by Woodington and Brydon lays its entire emphasis on, "The mutual definition and delineation of roles and functions can never be regarded as a panacea, but it should be regarded as having crucial importance."⁴¹

On the other side of the coin, "When and How to Disagree with Your Board,"⁴² emphasizes the importance of logic and common goals.

"Why School Boards and Superintendents Clash," lays emphasis on, "A more important contributing factor, it felt, was the lack of a clear, definite pattern of school board operations."⁴³

A new concept of the superintendency is emerging. This is best exhibited in The Superintendency Team⁴⁴ by Fensch and Wilson. Role analysis, job descriptions, and delegation of responsibility

³⁹Natt B. Burbank, "How to Superintend the Board," The Nation's Schools, Vol. 72, No. 2, (August, 1963), p. 41.

⁴⁰Donald J. McCarthy, "On Better Board-Superintendent Relation," The American School Board Journal (July, 1960) p. 7.

⁴¹Donald D. Woodington and Robert W. Brydon, "A Firm Foundation for School Board-Superintendent Relationships," The American School Board Journal (October, 1961), p. 17.

⁴²Benjamin C. Willis, et al. "When and How to Disagree With Your Board," The Nation's Schools, Vol. 69, No. 5. (May, 1962)

⁴³"Why School Boards and Superintendents Clash," School Management. (July, 1960), p. 35.

⁴⁴Edwin A. Fensch and Robert E. Wilson, The Superintendency Team (Columbus, Ohio: Charles E. Merrill Books, Inc., 1964)

and authority are the key functions.

With this vast span of responsibility, with this expanse of potential conflict, instruments of evaluation are important. It is well to consider at this point "How to Evaluate Your Superintendent"⁴⁵ which was published in the School Management magazine August 1965. The school men of California have developed an evaluation sheet for board members and superintendents to fill out yes and no answers on predetermined points for consideration. Because it has great bearing on this research project their evaluation instrument is presented.

EVALUATION OF THE SUPERINTENDENT

	Board		Supt.		Comments
	Yes	No	Yes	No	
A. RELATIONSHIP WITH THE BOARD					
1. Keeps the board informed on issues, needs and operation of the school system.					
2. Offers professional advice to the board on items requiring board action, with appropriate recommendations based on thorough study and analysis.					
3. Interprets and executes the intent of board policy.					
4. Seeks and accepts constructive criticism of his work.					
5. Supports board policy and actions to the public and staff.					
6. Has a harmonious working relationship with the board.					
7. Understands his role in administration of board policy, not policy making.					
8. Keeps the board informed of concerns about the schools expressed by the public.					
C. STAFF AND PERSONNEL RELATIONSHIPS					
1. Develops and executes sound personnel procedures and practices.					
2. Develops good staff morale and loyalty to the organization.					

⁴⁵"How to Evaluate Your Superintendent," School Management (August, 1965), p. 43.

	Board		Supt.		Comments
	Yes	No	Yes	No	
3. Treats all personnel fairly without favoritism or discrimination, while insisting on performance of duties.					
4. Delegates authority to staff members appropriate to the position each holds.					
5. Recruits and assigns the best available personnel in terms of their competencies.					
6. Encourages participation of appropriate staff members and groups in planning, procedures and policy interpretation.					
7. Evaluates performance of staff members, giving commendation for good work as well as constructive suggestions for improvement.					
8. Takes an active role in development of salary schedules for all personnel, and recommends to the board the levels which, within budgetary limitations, will best serve the interests of the district.					
<hr/>					
D. EDUCATIONAL LEADERSHIP					
1. Understands and keeps informed regarding all aspects of the instructional program.					
2. Implements the district's philosophy of education.					
3. Participates with staff, board and community evaluation and improvement.					
4. Organizes a planned program of curriculum evaluation and improvement.					
5. Provides democratic procedures in curriculum work, utilizing the abilities and talents of the entire professional staff and lay people of the community.					
6. Exemplifies the skills and attitudes of a master teacher and inspires others to highest professional standards.					

	Board		Supt.		Comments
	Yes	No	Yes	No	
E. BUSINESS AND FINANCE					
1. Keeps informed on needs of the school program--plant, facilities, equipment and supplies.					
2. Supervises operations, insisting on competent and efficient performance.					
3. Determines that:					
a. Funds are spent wisely					
b. Adequate control and accounting are maintained.					
4. Evaluates financial needs and makes recommendations for adequate financing.					
F. PERSONAL QUALITIES					
1. Defends principle and conviction in the face of pressure and partisan influence.					
2. Maintains high standards of ethics, honesty and integrity in all personal and professional matters.					
3. Earns respect and standing among his professional colleagues.					
4. Devotes his time and energy effectively to his job.					
5. Demonstrates his ability to work well with individuals and groups.					
6. Exercises good judgment and the democratic processes in arriving at decisions.					
Comments:					
Subject of Evaluation					
Date					

Why Superintendents Get Fired

"Why, When, and How to Fire a Superintendent" emphasizes this point:

If a superintendent must be fired, it should be done in such a way as to help, rather than destroy, the man. To be fired from a job is no longer considered a disgrace. Many leading citizens have had the experience at one time or another. But if it is done at the wrong time, in the wrong place or the wrong manner, it can

be a horrible experience for anyone involved.⁴⁶

Firing a superintendent hurts the school district too. Usually it is followed by bickering and fighting in the community.⁴⁷

In a follow-up to the previous article, Byers further adds:

A school superintendent generally should be dismissed for incompetency. Never should the school board fire him for such good reasons as dishonesty, public drunkenness, theft, playing party politics, etc., even when such acts are jeopardizing the educational program. The charge should be incompetency.⁴⁸

The previous statement was written by a school board president who also evidences certain biases by the following quotation:

When should a superintendent be fired? The answer should be obvious: dismiss him on the last day that the law will permit. And the board should take great care that all the technical requirements are met. The laws are tricky and favor the superintendent--the school board must be on guard and look out for itself.⁴⁹

Richard Barnes Kennan conducted a survey among chief state school officers and executive secretaries of state teacher associations covering some 400 superintendents dismissed or forced to resign during the school year 1957-58. His results, published in June, 1959, under the title "Why Superintendents Get Fired,"⁵⁰ should be studied carefully. Here is how they were tabulated:

⁴⁶"Why, When and How to Fire a Superintendent - An SM Interview," School Management (August 1961), p. 29.

⁴⁷Ibid.

⁴⁸Marion F. Byers, "Why, When and How to Fire a Superintendent," School Management (October 1961), p. 47.

⁴⁹Ibid.

⁵⁰"Why Superintendents Get Fired," School Management (June, 1959), p. 37.

Reason for Dismissal	Times Mentioned As Cause
1. Poor public and community relations	28
2. Incompetence or inefficiency	23
3. Poor relations with school board	14
4. Personality conflicts or poor personality	12
5. Moved too fast in advancing school plans or programs	10
6. Personnel problems or poor staff relations	9
7. Politics	8
8. Financial difficulties	7
9. Lack of clear policies	7
10. Lack of leadership	6
11. Reorganization of district	6
12. Immorality	4
13. Job outgrew the man	3
14. Incompatibility	3
15. Integration problems	2
16. Insubordination	2
17. Chose wrong side in election	2
18. Coach lost a track meet or other causes related to athletics	2
19. Wife talks too much	1
20. Uncooperative	1
21. Cultural differences--race, religion, nationality, etc.	1
22. "Status quoers"	1
23. Poor discipline	1
24. Unprofessional conduct	1
25. "Got caught in a crossfire"	1
26. Took extreme positions, and could not concede	1
27. Board membership changed	1
28. Failed to supervise	1
29. "Just the nature of the job"	1
30. Unprepared for the job	1
31. "Too teacher minded"	1
32. Lack of tact	1
33. Moved too slowly	1
34. Building program difficulties	1
35. School board members with "axe to grind"	1
36. School board could get someone cheaper	1
37. Better qualified man available	1
38. "One year town" for superintendents	1
39. Dissatisfied with monogamy	1
40. Tried to straddle issues	1

To this study of why superintendents get fired we must add the report of Frederick J. Moffitt reported in The Nation's Schools.

He reports four reasons.

1. Superintendents get fired for trying to do their jobs in a

piebald community, i.e. the particular community where the superintendent works is simply not his piece of pie.

2. Superintendents are fired because they are prone to hardening of the arteries--they can't keep up with change.

3. Automation has contributed to the speed-up of the firing process.

4. Superintendents get fired because they build personality cults.⁵¹

Dana M. Cotton, Harvard placement officer whose business is to interview and find jobs for out-of-work superintendents, says these are the 10 most common reasons why superintendents get fired:

He couldn't live with reasonable compromise. Everything had to be done his way or not at all.

He failed to give high priority to educating his board members to the separate functions of the board and the administration. Consequently, the board usurped his job and he assumed the board's work--to everyone's dissatisfaction.

He failed to make decisions when they needed to be made. As a result, pressures of time often forced him into making unwise decisions.

He was unable to see, or to adapt himself and his educational goals to, the changing needs of his community and its youth.

He was overly possessive about his school system, often taking the attitude that he was right and the board wrong.

He refused to delegate authority, and his workload consequently overwhelmed him. He became a bottleneck to the entire school system.

He became a superintendent in the first place because he wanted status. He was later surprised and dismayed to learn (though he never did learn the half of it) what the job entailed.

He neglected to teach his community what public education means, what it involves, why it's important. As a result, he was without a strong base of community support.

He lacked the courage to take a stand when necessary, and

⁵¹Frederick J. Moffitt, "Why Superintendents Get Fired," The Nation's Schools, Vol. 75, No. 5 (May, 1965), pp. 54,66.

important principles were often compromised as a result.

He took the view that his personal life (which sometimes lacked discretion) was his own business. The board and the public disagreed.⁵²

The editor of the same Dispatch adds his comments:

The hazards and complexities of the superintendent's job are increasing at a geometric rate. The problems are greater in number and different in kind, as well as more difficult. The opposition is tougher. The opportunities for failure are much more numerous--and so are the critics.⁵³

Richard Barnes Kennan, Executive Secretary of the National Commission for the Defense of Democracy through Education of the National Education Association, Washington, D.C., has presented an exhaustive dissertation, "What Causes School Crises." In an unpublished speech, one of his key points of issue was:

The superintendent of schools gets into difficulty most frequently due to poor personal relationships, and particularly when he is inept in his communications with the people on the school staff.⁵⁴

No better summary of the literature of school board-superintendent relations bearing upon the reasons why superintendents get fired could be found than the following materials presented by Richard Barnes Kennan in the aforementioned speech.

CAUSES OR CONDITIONS APPARENTLY CONTRIBUTING
TO THE CREATION OF SCHOOL CRISES IN
CASES INVESTIGATED BY THE NEA
DEFENSE COMMISSION

- | <u>Boards of Education</u> | <u>School Administrations</u> |
|---|--|
| 1. Lack of written policies, understood and observed by all; particularly lack of | 1. Poor personnel relationships; particularly ineptness in communication |

⁵²"The Letter for Administrators - Educator's Dispatch" Volume 20, No. 15, (April 15, 1965)

⁵³Ibid.

⁵⁴Richard Barnes Kennan, "What Causes School Crises" (June 14, 1961)

- adequate personnel policies.
2. Unfair or embarrassing treatment of the school staff; especially with reference to employment practices.
 3. Ignorance of proper function with resultant invasion of administrative responsibilities.
 4. Arbitrary or autocratic procedures.
 5. Inequitable treatment of staff, particularly in relationship to salaries.
 6. Control by outside interests; particularly political control.
 7. Irresponsible and capricious actions
 8. Absence of public relations.
 9. Failure to support an adequate school budget.

Other

Unreasonable treatment of a professional teacher organization
 Nepotism
 Efforts at political reprisal against members of school staff
 Personality clashes and fault finding
 Inefficient procedures, particularly in budget preparation
 Inept handling of religious problems
 Placing face-saving above justice
 Resorting to secret meetings
 Making use of "stool pigeons"
 Accepting salaries or "payola"
 Maintaining standing committees
 Failing to orient new members
 Permitting development of dual or multiple administrative controls

- with school board and school staff.
2. Lack of leadership ability.
 3. Carelessness in handling personnel problems; especially dismissal cases.
 4. Inadequate public relations.
 5. Failure to provide competent supervision.
 6. Lack of handbook of administrative rules implementing the policy manual of the school board.
 7. Application of "divide and conquer" technique to control staff.
 8. Use of rewards and punishments.
 9. Encouragement of an espionage system.
 10. Failure to develop a unified staff.
 11. Failure to provide adequate and acceptable advice and guidance to the school board.

Other

Autocratic procedures
 Lack of adequate assistants
 Unfair treatment of staff
 Unsatisfactory office conditions
 Confusion of function with school board
 Failure to support discipline
 Unethical practices
 Failure to deal with school board as a unit
 Failure to give support to school budget
 Maintenance of secret files
 Personality clashes
 Inaccessibility to public and to school staff
 Lack of grievance machinery.

Teachers

- | | |
|--|--|
| <ol style="list-style-type: none"> 1. Lack of an effective, representative, professional, teacher organization; usually due to lack of leadership among the teachers. 2. Failure to observe line and staff operation; such as "going around" the administration to the board or state department before exhausting appeals to immediate supervisors or administrators. 3. Unwise and improper actions, usually due to inexperienced leadership. 4. Failing to secure effective tenure protection. 5. Over-sensitivity to criticism. | <ol style="list-style-type: none"> 1. Apathy, inertia and ineptness in school affairs. 2. Failure to elect a school board of competent, objective citizens willing to place the welfare of the schools above personal interests in dealing with school issues. 3. Failure to provide adequate financial support for the schools. 4. Control by special interests or cliques,--particularly the city hall influence. 5. Lack of effective organized effort for the schools, including absence of PTA's in the schools. |
|--|--|

Other

Absence from position, such as in "work stoppages"
 Political activities
 Participation in school "spy systems"
 Lack of respect for or cooperation with school authorities
 Emphasizing welfare to the neglect of professional concerns
 Lack of professional spirit, interest and effort

Other

Unfriendly press
 Attacks by groups hostile to the schools
 Political interference with the schools, particularly solicitation of funds for partisan purposes
 Heckling and disruption of school board meetings
 Threats against school board, administration or teachers
 Failure to observe normal channels of communication in making protests against or seeking information about school conditions

Discussion of the Literature

This research study was sparked by the article in The Nation's Schools, "The Right to Know,"⁷⁰ which discussed the public rights in dismissal situations. The practicing superintendent can

⁷⁰"Right to Know," The Nation's Schools Vol. 67, No. 6. (June 1961) pp. 49-50.

take comfort and consolation in the fact that should he be released from his position it is more than likely that the specific reasons for this dismissal will never be revealed. But, the other side of the coin is distressing. It may be that every day, as he practices his art, he is unwittingly committing some of the very errors that his dismissed peer committed which precipitated the dismissal.

There is an abundance of literature dealing with the role of the superintendent. From the abundance of articles telling boards of education how to select a superintendent and how to operate with a superintendent, one would anticipate that there is no reason to believe conflict should occur. Nevertheless, conflict does occur and the literature of resolving conflict situations is almost negligible. Possibly this paucity of literature on resolving conflict situations stems from a lack of knowledge of the specific causes for the dismissal of superintendents. Though the public may never know the specific reasons why the superintendent is dismissed, those specific reasons should be known by other superintendents so that they may avoid committing the same apparent errors.

The general consensus of all of the literature of the field tends to confirm the opinion of Gross⁷¹ that school boards and superintendents function best when the school board and the superintendent view their respective roles in a similar light. Gross provides an excellent, detailed instrument for total analysis.

But, Gross did not limit himself to conflict situation.

⁷¹Neal Gross, Ward S. Mason, and Alexander W. McEachern, Explorations in Role Analysis (New York: John Wiley & Sons, Inc., 1965), p. 319.

His most thorough analysis of school board-superintendent relations covered all school boards and all superintendents of the state in question. The school men of California developed a more straightforward approach in their instrument, explained in School Management.⁷² With but slight modification for valued responses rather than "yes" or "no" responses, their instrument could readily be adapted to a study of specific conflict situations. Further, their instrument appeared to include all of the specific statements and remarks that have been attributed throughout the literature to the cause of school board-superintendent friction, including those mentioned by Richard Barnes Kennan in "Why Superintendents Get Fired."⁷³

Summary

The finest summary of the literature surveyed in this chapter is found in the literature itself. Neal Gross developed a powerful hypothesis as follows:

If an executive and his board of directors hold similar ideas about who should do what, and if they agree on policies and programs for their organization, then one crucial ingredient is present for relatively smooth working relationships.⁷⁴

⁷²"How to Evaluate Your Superintendent," School Management (August, 1965), p. 43.

⁷³"Why Superintendents Get Fired," School Management (June, 1959), p. 37.

⁷⁴Neal Gross, Who Runs Our Schools? (New York: John Wiley & Sons, Inc., 1958), p. 113.

CHAPTER III

DESIGN OF THE PROJECT

Introduction

In this chapter the order of research will be specified. The subjects will be discussed as follows: Population, Instrumentation to include Classification of the Cases, Identifying the Correct Superintendent, Stimulating the Board Member to Think, Reliability Factors, Description of Board of Education, Reviving memories in the Board Members, Generalized Reasons for Termination, Specific Reasons Determined, Correlation of Remarks with the Check List, Hypotheses and Alternate Hypotheses, Analysis, Inferences, and Summary.

Population

The population under study in this thesis comprised those Michigan superintendents of schools who were dismissed or who were encouraged to leave their positions during the period of 1955 through 1965. At the time of undertaking the project there were thirty-eight known cases. A minimum of twenty-five were considered reasonably "safe" for consideration in the project. With no less than two board members responding per superintendent, the minimums were established at sixty board members in all and twenty-five superintendents.

Several other factors were considered:

There should be evidence that the cases used in the study represented a fair sampling of statewide community populations, of typical student body sizes, and of a typical range of number of teachers supervised by the superintendent.

The cases should be recent, dating back no further than 1955 and including the year 1965.

There should be reasonable evidence that the board membership responding to the survey was proportionately balanced in terms of those who opposed and those who supported the board action.

There should be reasonable evidence that the board membership of those responding to the survey exhibited a reasonable and proportional balance with respect to the offices within the board of education.

The population under study represented those Michigan superintendents who have been dismissed from their position or who have been encouraged to leave their position. However, the population used in the study included those boards of education members who participated in the release of a superintendent or who were members of the board of education when the superintendent was encouraged to leave. The factors of community size, student body size, number of teachers supervised, composition of the board of education, etc, were necessary as a means of identifying the types of superintendents considered in the basic population study.

Instrumentation

Classification of Cases

In order to determine whether or not the termination of the tenure of a superintendent was under the conditions required for this

study or under other conditions, it was decided to initiate the questionnaire with a forthright question to force the member of the board of education to commit himself. The first question was

1. When you were a member of a board of education was the superintendent of schools

<input type="checkbox"/>	Fired
<input type="checkbox"/>	Contract not renewed
<input type="checkbox"/>	Eased out conveniently
<input type="checkbox"/>	Asked to leave
<input type="checkbox"/>	Other, please explain

The question was designed to determine whether or not the superintendent could be used in this study. It was decided that if two board members concurred in one of the first four portions of the answer, it would be considered a valid case. If, however, two board members did not concur, then before the case could be considered valid, reasonable inference from the explanation under other would have to be evident.

If there still remained doubt concerning the termination status of the superintendent, question twelve was asked

12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?

This question was evaluated to learn if reasonable evidence existed to classify the termination status of the superintendent.

Identifying the Correct Superintendent

In order to be sure that board members did not erroneously report on the wrong superintendent, question two and three were asked

2. On what date did this occur? (approximately)_____

and question three,

3. What was the name of the Superintendent? (If you can remember)

It was presumed that at least two members of the board of education must correctly identify the man or the time of the incident to be validly considered as a part of this survey.

Stimulating the Board Member to Think

To prevent the board member from hurriedly passing over a check list of items, two thought-provoking questions were deliberately inserted

4. Did you support the action stated in #1 at that time? ____
5. Do you still feel it was the proper action to take? ____

Reliability Factors

An added purpose was deemed important for question four in that the reliability of this instrument would necessarily hinge upon a reasonable balance of responses from board members who voted yes to release the superintendent and from board members who voted no, not to release the superintendent. The minimum percentage of "yes" votes would be 57%. There were, on the average, seven members per board of education for boards surveyed in this study. In order to release the superintendent, four members had to vote against him. Likewise, the maximum number of "no" votes was 43%.

Description of Boards of Education

It was believed of importance to know something of the composition of the boards of education involved in these cases. This

- _____
- _____

Each board of education had one president out of seven members, hence, approximately 14% of the returns should come from presidents.

Secretaries of the board of education comprised 1/7 of the board, or 14%. Secretaries were thought to be more communicative than other members of the board of education. It was estimated that 20% returns should be expected from secretaries.

Treasurers, one for every seven members of the board, should respond like presidents, or 14%.

Trustees, being 3/7 of the board of education, would have their number increased by the amount of vice presidents not elected. Trustees are normally the newer members of the board of education and are not thought to be as communicative as the older members of the board of education. Therefore, their returns should still approximate 43%.

Persons not committing themselves on this particular question were estimated at 9%.

Figures varying more than 10% beyond these estimates were presumed to indicate questionable reliability.

Reviving Memories in the Board Members

In order to stimulate the board member to relive in his mind the incident, he was asked some very pertinent questions:

10. What kinds of reasons did the board give the man for the action taken?
 - () Very Specific
 - () Special
 - () General
 - () Vague
 - () None
11. What notice was the man given of his pending dismissal or desire that he should leave?
 - () None
 - () 1 month
 - () 3 months
 - () 6 months
 - () 1 year
 - () Other, explain
12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?

It was anticipated that these questions would cause the members of the board of education to reconsider the incident and to make specific remarks pertinent to that incident which could be used for the evaluation or whether or not this case was properly used in

•

100

1. 1
 2. 2
 3. 3
 4. 4
 5. 5
 6. 6
 7. 7
 8. 8
 9. 9
 10. 10

the survey.

Generalized Reasons for Termination

An overall appraisal of the superintendent was asked of each board member. He was asked to specify the superintendent's weakest area to help locate the generalized reason for his dismissal. To select these weakest areas it was determined that there must be agreement on the part of the majority of the board members responding. Board members were asked to indicate the strongest area of the superintendent to cause them to think of this man in both a positive as well as in a negative sense.

Specific Reasons Determined

Each of the seven selected generalized reasons for termination status of the superintendent was broken down into separate and distinct specific reasons. They were deliberately stated in the positive sense with a rating scale from five to zero. Zero was clearly and distinctly marked "partly cause of release." Five through one were merely bait to cause the members of the boards of education to think. Zero was the indication of a specific underlying cause. Table 3.1 is a sample breakdown of one of the seven generalized reasons.

TABLE 3.1--Sample of one of the seven generalized reasons as broken into specific reasons for questionnaire purposes.

(Please Check One)						
	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Ptly Cause of Re- lease 0
A. RELATIONSHIP WITH THE BOARD						
1. Kept the board informed on issues, needs, and operation of the school system.						
2. Offered professional advice to the board on items requiring board action, with appropriate recommendations based on thorough study and analysis.						
3. Interpreted and executed the intent of board policy.						
4. Sought and accepted constructive criticism of his work.						
5. Supported board policy and actions to the public and staff.						
6. Had a harmonious working relationship with the board.						
7. Understood his role in administration of board policy, not policy making.						
8. Kept the board informed of concerns about the schools expressed by the public.						

A generous amount of space was provided at the bottom of each page. Each page represented one generalized group. The design of this instrument was psychologically intended to stimulate the member of the board of education to write something more on the page than just the check marks offered to him.

Correlating Remarks with the Check List

It was predicted that a sufficient number of board members would make added remarks over and above the check list to the extent that these remarks could be classified and placed in categories to either substantiate or contradict the check-mark classifications.

It was presumed that the validity of the instrument would be strengthened if the remark classifications coincided with the specific "partly cause of dismissal" check classifications. On the contrary, the instrument would not be considered invalid if this were not true. There existed the possibility that the remarks would uncover a major item or classification not already included in the check list presented to the board members.

Hypotheses

Though there was no adequate theoretical basis for predicting the desirable or logical perceptions of school board members or their valid judgment as to accurate perceptions, all hypotheses were stated in the positive form. In order to usefully draw inferences from the study it was desirable that the hypotheses be confirmed.

Hypothesis No. 1

When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved

which precipitate this action.

Hypothesis No. 2

These specific factors can be classified in both general categories and specific categories.

Hypothesis No. 3

Of all general classifications in the survey, there is more than likely one that occurs more predominately, more intensely, than all others.

Hypothesis No. 4

Of the several specific factors that fall within a general classification, there are those special factors that are more prominent than others within each general classification.

Hypothesis No. 5

Of all specific factors in all general classifications, there is more than likely one that occurs more predominately, more intensely, than all others.

Alternate Hypotheses

Alternate hypotheses were not anticipated.

If there were no specific factors determined, the research could not be accomplished.

If the specific factors could not be classified in both general and specific categories, the instrument was in error.

If there were not one general classification of the seven used in this survey that tended to be more prominent and predominant than all others, an alternate or null hypothesis, though not

anticipated, could be acceptable.

If the specific factors as classified within the general classification did not indicate within each general classification that one specific factor tended to be more predominant or intense than all others, an alternate hypothesis or null hypothesis was acceptable.

If, among all specific factors listed among all general categories there was not one that was more prominent and intense than all others, an alternate hypothesis or null hypothesis was acceptable.

Analysis

The analysis of the data for the confirmation of hypotheses was founded upon the assumptions adopted earlier: 1. that random samples were sufficient from which to draw inferences, 2. that board members committed themselves when given sufficient opportunity, 3. that board members expressed truthful answers, and 4. that the combination of a check-list evaluation, and an open-ended answer tended to provide internal validity.

Hypothesis No. 1

When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved which precipitate this action.

In response of board members to the check-list evaluation, it was predicted that there would be a noticeable variation in the answers concerning the number evaluations. A rather normal curve should evidence itself, except that among the responses may be a larger number of x replies in the zero column called "Partly Cause of

Release."

If the respondents rejected the rating scale and did not indicate variations of merit for the specific factors concerned, then the hypothesis was rejected.

If occurrence of a larger proportion of zero x marks, i.e., "Partly Cause of Release," was combined with an otherwise rather normal curve of the ratings, the hypothesis was accepted.

Another possibility was considered. There was a chance that the hypothesis might not be confirmed by the evaluation check list but might later be so confirmed in an analysis of the open-ended questionnaire, thus bringing into focus specific statements that were classified as specific factors. This was acceptable as confirmation of the hypothesis.

Hypothesis No. 2

These specific factors can be classified in both general categories and specific categories.

Question number thirteen was designated to determine whether or not members of boards of education accepted classification of reasons for dismissal in the seven general areas. It was predicted that board members would, in general, be willing to indicate one specific area as weakest and one specific area as strongest for their individual superintendent. If this acceptance was general, the division of general categories was accepted.

If the anticipated curve in the acceptance of hypothesis number one had developed, it likewise served as proof of hypothesis number two concerning the acceptance of specific categories within the seven general categories.

Both factors mentioned above were necessary and sufficient for the establishment of the hypothesis.

An evaluation of the open-ended, specific-statement answers was, likewise, to indicate support for this hypothesis. It was doubtful that in themselves they could be considered sufficient to establish the hypothesis.

Hypothesis No. 3

Of all general classifications in the survey, there is more than likely one that occurs more predominantly, more intensely than all others.

Question thirteen was used to establish hypothesis number two. It was, likewise, used for the establishment of hypothesis number three. If in the checking of weakest areas of the superintendents board of education members tended to name one of the seven general areas more often than the others, this was accepted as proof of the hypothesis. If, however, to the contrary, all general areas tended to receive the same numerical designation of number of cases concerned, then the hypothesis was null.

An alternate proof of this hypothesis was approached through the specific statements in the open-ended questions. If these statements, when reclassified to the appropriate generalized section to which they pertained, evidenced one generalized area more predominant and more intense than all other generalized areas, the hypothesis was proved.

It was noted that the proof of the hypothesis did not depend upon congruency of the results of the two methods used. It was recognized that board members could perceive one area as the weakest for the

superintendents in general classifications whereas their specific comments might be interpreted to evidence a different generalized area as the most predominant and intense.

Hypothesis No. 4

Of the several specific factors that fall within a general classification, there are those specific factors that are more prominent than others within each general classification.

A simple statistical count of the evaluation check marks given by members of boards of education to the column zero, "Partly Cause of Release," has sufficed as evidence in each area under consideration. Should there occur in each generalized area a specific statement more numerically prominent than others, the hypothesis was proved. Should there be a uniform distribution of the zero votes, then the hypothesis was disproved.

Hypothesis No. 5

Of all specific factors in all general classifications, there is more than likely one that occurs more predominantly, more intensely than all others.

Because the design of this instrument did not weigh each specific factor against all other specific factors but rather put them in competition with only those specific factors within each general category, this hypothesis was not proved by statistical analysis alone. Proof was to be inferred. If within any general category one specific factor received an exceedingly high number of zero votes, "Partly Cause of Release," and that number tended to be higher than those of other categories, the inference was great that either this was a specific reason of high intensity or it was the symptom of a specific

reason of high intensity.

The proof of this hypothesis was dependent upon the specific remarks made in the open-ended statements. If those remarks did not occur, it was doubtful that this hypothesis was proved. If those remarks did occur, they were reclassified according to their perceived significance and evaluated as a whole. The validity of the hypothesis rested upon the analysis of this group.

Inferences

Significant findings of this thesis were analysed and the inferences were stated.

Summary

A statistical tabulation of all of the check marks placed in the column entitled "Partly the Cause of Release" indicated whether or not there were specific factors involved which precipitated the action of dismissal or encouragement of a superintendent to leave his position.

A careful tabulation of all remarks and classification of those remarks, where such classification was possible and where the remarks were properly identified, were compared to the statistical checks--"Partly the Cause of Release."

The classified and identified remarks, where they existed, were correlated with the generalized reasons for dismissal to determine whether or not, within each general classification, there were some that appeared to be outstanding or more prominent than others.

The total results of the statistical checks, "Partly Cause of Release," plus the classified and identified remarks, where they existed, indicated whether or not there was more than likely one that

occurred more predominantly, more intensely, than all others.

Inferences were drawn from the relationship of the specific and the general factors as they were exposed to intensity analysis.

The data was interpreted and from all possible interpretations the most reliable factors that explained the causes of school board-superintendent friction were exposed.

CHAPTER IV

ANALYSIS OF RESULTS

Introduction

In this chapter the subjects will be discussed as they were presented in Chapter III, Design of the Project. This will include a discussion of Population, Instrumentation to include Classification of the Cases, Identifying the Correct Superintendent, Stimulating the Board Member to Think, Reliability Factors, Description of Boards of Education, Reviving Memories in the Board Members, Generalized Reasons for Termination, Specific Reasons Determined, Coorelation of Remarks with the Check List, Hypotheses and Alternate Hypotheses, Analysis, Inferences, and Summary.

Population

The procedural steps and methods explained in Chapter I provided 83 potential cases for study. Twenty-eight were validated for research by the confirmation of two or more board member replies. These twenty-eight superintendents were studied by this survey.

Seventy-two members of boards of education responded in these twenty-eight cases. No cases were included in the study for which less than two board members responded.

Twenty-eight other cases were identified by the replies of an individual board member for each separate superintendent. They were not included in this study.

The remaining 27 boards of education failed to respond or responded in the negative. Those responding in the negative evidenced that the source of information was not valid.

Preliminary estimates of requirements were based upon the prediction that 38 potential cases would be located and 25 might be validated by obtaining returns from a minimum of two or more board members. The location of 83 potential cases and the validation of 28 met the minimum criteria.

The original presumption required no less than two board members per superintendent. This assured a minimum of 50 responses. The 72 responses met the minimum requirements.

Representation of every section of the State of Michigan was indicated. Because of the confidential nature of this study, the exact locations could not be revealed.

Evidence that the board membership represented in the survey answers were reasonably balanced in terms of those who opposed and supported the superintendent and in terms of reasonable replies from the true representation of the offices held on the board is discussed in the discussion of items in the questionnaire itself in questions number 4 and number 7.

A relatively normal cross-section of community populations, student body populations, and teachers supervised was indicated.

See Table 4.1.

TABLE 4.1--Community population, student body, and teachers supervised for dismissed superintendents

<u>Community Population</u>	<u>Student Body</u>	<u>Teachers Supervised</u>
50,500	12,922	535
24,777	7,200	345
20,957	4,750	166
13,842	4,719	205
13,842	4,700	220
11,290	2,654	95
8,324	2,500	74
3,808	1,566	63
2,305	1,500	88
1,876	1,361	53
1,674	1,350	56
1,603	1,289	56
1,329	1,115	43
1,264	1,003	43
1,139	940	38
1,128	860	36
1,028	860	36
950	795	29
816	700	30
669	575	19
471	550	24
471	534	19
448	518	22
U	360	20
U	347	17
U	325	15
U	198	11
U	U	U

U - Unknown

Most cases under consideration were extremely recent. The following chart shows the year the dismissal took place and the number of superintendents in the study dismissed that year. See Table 4.2.

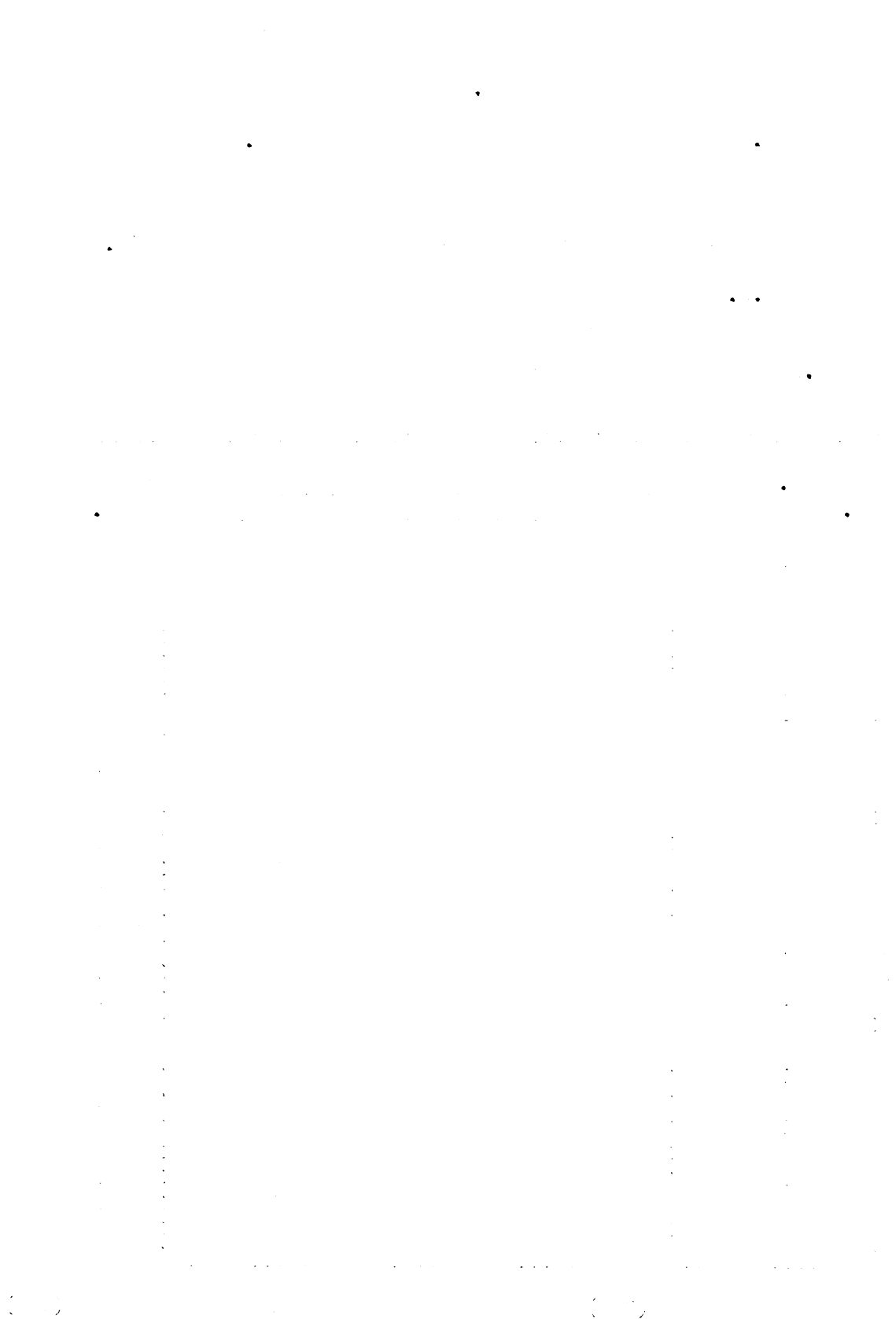
TABLE 4.2--Dates of dismissal of superintendents

<u>Dates of Dismissal</u>	<u>Number Dismissed</u>
1965	8
1964	8
1963	5
1962	3
1961	1
1960	2
1959	0
1958	0
1957	0
1956	1
1955	<u>0</u>
Total	28

For the 28 cases included in this study, 72 board members replied out of a potential of 190. One board member was indicated as deceased. One board member had no known address. Four board members declined to answer, but returned the questionnaire, making a total of 79 board members accounted for out of potential 190. See Table 4.3.

TABLE 4.3--Number of board members responding for each superintendent studied

<u>Supt.</u>	<u>No. On Board</u>	<u>Number Replying</u>	<u>Deceased</u>	<u>Address Unknown</u>	<u>Declined to Comment</u>	<u>Replies Per No.</u>
45	7	6		1		7 of 7
46	7	4				4 of 7
28	7	4				4 of 7
68	7	3				3 of 7
78	7	3				3 of 7
25	7	3				3 of 7
3	5	4				4 of 5
1	7	2				2 of 7
1	7	2				2 of 7
7	7	2				2 of 7
13	7	2				2 of 7
15	7	3			1	4 of 7
16	7	2			1	3 of 7
17	7	2				2 of 7
18	7	2				2 of 7
44	7	2				2 of 7
55	7	2	1			3 of 7
62	5	2				2 of 5
63	7	2				2 of 7
64	7	2				2 of 7
67	7	2				2 of 7
71	7	2				2 of 7
71	7	2				2 of 7
75	9	3				3 of 9
79	5	2		1		3 of 5
9	5	2			1	3 of 5
10	7	3				3 of 7
42	7	2			1	3 of 7
	190	72 (38%)	1	2	4	79 of 190 (41%)



Instrumentation

Classification of the Cases

Question No. 1 was a specific attempt to classify the superintendent to determine beyond a shadow of doubt whether or not he could be used as a part of this study. Only those superintendents were included who had been dismissed or had been encouraged to leave. All others were rejected. All 72 board members answered this question; however, several answered it with two checks instead of one. The question was answered as follows:

- | | |
|---|---|
| 1. When you were a member of a board of education was the superintendent of schools | (8) Fired
(26) Contract not renewed
(8) Eased out conveniently
(21) Asked to leave
(19) Other, please explain |
|---|---|

All persons who checked the column "Other" added a comment explaining the situation. Only those cases were used that clearly indicated that tenure termination was under the conditions previously required.

Identifying the Correct Superintendent

All superintendents in the 28 studied were either named specifically on the questionnaire or the date of the incident was given so specifically that a check of statistics was a simple matter. Where any doubt existed, question 12 was reviewed for specific information, that would guarantee the correctness of the use of this superintendent.

2. On what date did this occur? (approximately) (See Table 4.2)

3. What was the name of the superintendent? (If you can remember _____
_____)

12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?

Stimulating the Board Member to Think

This task was undertaken by asking the two direct questions 4 and 5 to cause the board member to commit himself first as to his specific position. Then, questions 10, 11, 12, and 14 were for deliberate memory-stimulation. The measure of success of these questions was their ability to cause the board member to place added remarks and comments in the open-ended request at the end of each section of generalized reasons for termination of the superintendent's status-questionnaire portions A through G. It was predicted that if 50% of the participants responded to some portion of A through G by additional comments or remarks, the stimulants would be considered successful. Of the 72 board members giving valid responses, 60 gave added written comments in the open-ended portion of the questionnaire, A through G. This 83% return was enhanced by the fact that these were not brief, three-or-four word statements. In most cases they were well-written and well-thought-out paragraphs presented by the board member.

4. Did you support the action stated in #1 at that time? _____

5. Do you still feel it was the proper action to take? _____

10. What kinds of reasons did the board give the man for the action taken?
- | | |
|-----|---------------|
| () | Very specific |
| () | Specific |
| () | General |
| () | Vague |
| () | None |

11. What notice was the man given of his pending dismissal or release or desire that he should leave?
- () None
 () 1 month
 () 3 months
 () 6 months
 () 1 year
 () Other, explain
- _____
- _____
- _____

12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?

14. Do you recall the official action entered into the Minutes at that time?

- () Yes
 () No

If you do recall, please describe.

Reliability Factors

A very definite added use of question 4 was predicted.

4. Did you support the action stated in #1 at that time? _____

The reliability of this instrument necessarily hinged upon a reliable balance of responses from board members who voted yes to release the superintendent and from board members who voted no. It was predetermined that at least a reasonable amount of persons on both sides of the question should be concerned with and considered in the survey. Since the total number of board members in this particular survey indicated a seven-man board and since it required four out of seven to release a superintendent, a minimum percentage of yes votes was established at 57%. Likewise, no more than 43% no votes were to be allowed. On the other hand, it was presumed that when a superintendent's tenure is terminated, in general, the board was more or less unanimous, therefore, allowing for an average of six men out of seven voting for the termination of the status of a

superintendent, an acceptable maximum yes factor as high as 86% could exist; this left a minimum of 14%, no. The following chart shows that the 72% yes votes and the 23% no votes fell within the acceptable limits. Please note that this disregards the 5% of the board members who did not commit themselves on this question. See Table 4.4.

TABLE 4.4--Board members support of action taken in dismissing superintendent

<u>Predicting</u>	<u>Actual</u>	<u>Acceptable or No</u>
86% > yes > 57%	72%	yes
14% < no < 43%	<u>23%</u>	yes
	95%	
Noncommittal	<u>5%</u>	
	100%	

Description of Boards of Education

A second reliability factor will be discussed under this topic.

It was believed of possible interest to know something of the composition of the board of education involved in these cases. This need was predicated upon the possibility of future studies necessitating comparative information. Therefore, the following two questions were asked:

6. What was your age at that time?
 - (0) up to 25
 - (8) 26 thru 35
 - (34) 36 thru 45
 - (20) 45 thru 55
 - (7) 56 on up

7. What was your position on the board at that time?
 - (11) President
 - (4) Vice President
 - (13) Secretary
 - (11) Treasurer
 - (30) Trustee

The numbers included in the parentheses for questions six and seven represent the returns of the board members who committed themselves on these two questions. It was presumed that a necessary balance of responses of a typical board of education would be required. Estimates as explained in Chapter III are shown with the actual results in Table 4.5.

TABLE 4.5--How board members replied to questionnaire by board position--estimates compared with actual

<u>Office</u>	<u>% Responses Presumed</u>	<u>% Responses Actual</u>	<u>Acceptable or No</u>
Presidents	14%	15%	Yes
Vice Presidents	Negligible	6%	Yes
Secretaries	20%	18%	Yes
Treasurers	14%	15%	Yes
Trustees	43%	38%	Yes
Noncommittal	<u>8%</u>	<u>8%</u>	Yes
	100%	100%	

Reviving Memories in the Board Members

Questions 8, 9, 10, 11, and 12 were deliberately presented to cause the board member to think before getting into Sections A through G.

8. List approximately the inclusive dates of your service on the board of education. _____

9. What was your occupation at the time of the incident? _____

10. What kinds of reasons did the board give the man for the action taken? (27) Very specific
(17) Specific
(16) General
(7) Vague
(6) None
11. What notice was the man given of his pending dismissal or release or desire that he should leave? (8) None
(6) 1 month
(17) 3 months
(18) 6 months
(9) 1 year
(4) Other, explain

12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?

The numbers in the parentheses represent the responses of the individual board members.

Sixty-two of the seventy-two board members responded to question 12 with what were evaluated to be suitable answers.

Generalized Reasons for Termination

Question 13 was designed to determine whether or not superintendents' weakest areas of activity could actually be classified in general classifications. It was also desirable to know whether or not there was a pattern of general classifications. As a means of stimu-

lating positive thinking, the board member was asked to indicate the superintendent's strongest activity area. Hopefully, board members were discerning enough to see both sides of their superintendent--his weak areas and his strong areas. No specific prediction of returns was made based on this question, except that a pattern would occur. What the specific pattern might be was unpredictable.

13. For an overall appraisal of the superintendent will you please indicate in the following:

S for his stongest area of activity (1 only)
and

W for his weakest area of activity (1 only)

- () Relationship with the board
- () Community relationships
- () Staff and personnel relationships
- () Educational leadership
- () Business and finance
- () Personal qualities
- () Competence and efficiency

General classifications as indicated by members of boards of education for the 28 superintendents under consideration are shown in Table 4.6.

TABLE 4.6--General classifications as indicated by members of boards of education for the 28 superintendents showing weakest and strongest classifications

Superintendents	A	B	C	D	E	F	G
45		W		S			
46	W		S				
28				S			W
68		W			S		
78				S			W
25		S				W	
3						W	
1			W	S			
1			W		S		
6		W			S		
13	W	S					
15	W			S			
16		W			S		
17		W			S		
18				S	W		
44	W		S				
55	W						
62			W		S		
63					S	W	
64		W					S
67	W		S				
71		W			S		
71		W			S		
75	W				S		
79		W			S		
9			W		S		
10		W				S	
42		W	S				

S = Strongest area indicated

W = Weakest area indicated

A = Relationship With The Board

B = Community Relationships

C = Staff and Personnel Relationships

D = Educational Leadership

E = Business and Finance

F = Personal Qualities

G = Competence and Efficiency

The tabulated summary of question 13 indicating both weakest and strongest generalized areas is shown in Table 4.7.

TABLE 4.7--Numerical summary of the strongest and weakest areas of the twenty-eight superintendents studied

Weakest	Strongest	
(7)	(0)	Relationship with the board
(11)	(2)	Community relationships
(4)	(4)	Staff and personnel relationships
(0)	(6)	Educational leadership
(1)	(12)	Business and finance
(3)	(1)	Personal qualities
<u>(2)</u>	<u>(1)</u>	Competence and efficiency
28	26*	

*Two superintendents did not have evidence of a strongest quality.

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Specific Reasons Determined

That board of education members did accept quite readily the general divisions and specific divisions as presented to them was demonstrated by their willingness to make differing check mark evaluations in the rating lists. It was predicted that acceptance of this form of rating scale would be evidenced by a rather normal curve of distribution of ratings from five through zero. The distribution of ratings of the specific classifications in each of the seven general classifications is shown on Table 4.8.

**TABLE 4.8--Distribution of ratings of the specific classifications
in each of the seven general classifications**

A. Relationship with the Board		E. Business and Finance	
5	- 11%	5	- 19%
4	- 20%	4	- 27%
3	- 35%	3	- 25%
2	- 15%	2	- 17%
1	- 8%	1	- 4%
0	- 12%	0	- 8%
Total - 100%		Total - 100%	
B. Community Relationships		F. Personal Qualities	
5	- 6%	5	- 13%
4	- 16%	4	- 19%
3	- 34%	3	- 24%
2	- 21%	2	- 21%
1	- 10%	1	- 8%
0	- 13%	0	- 15%
C. Staff and Personnel Relationships		Total - 100%	
5	- 9%	G. Competence and Efficiency	
4	- 26%	5	- 15%
3	- 30%	4	- 24%
2	- 18%	3	- 33%
1	- 4%	2	- 12%
0	- 13%	1	- 5%
Total - 100%		0	- 11%
D. Educational Leadership		Total - 100%	
5	- 16%	A = 90% of possible scores	
4	- 22%	B = 89% of possible scores	
3	- 34%	C = 88% of possible scores	
2	- 13%	D = 84% of possible scores	
1	- 5%	E = 91% of possible scores	
0	- 10%	F = 82% of possible scores	
Total - 100%		G = 87% of possible scores	

It was next necessary to determine whether or not in each generalized category there was a specific element or a group of specific elements that could be listed as specific reasons. Zero was the desired indication of a specific underlying cause. It was necessary to tabulate the column, "Partly Cause of Release," for each item within each general category to determine whether or not any single item stood out as more prominent and more intense than any other. The breakdown of check marks for the column "Partly Cause of Release" is shown in Tables 4.9 through 4.15.

TABLE 4.9--A. Relationship with the board. A tabulation of "Partly Cause of Release" indications of board members responding

**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)**

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
A. RELATIONSHIP WITH THE BOARD						
1. Kept the board informed on issues, needs, and operation of the school system.						8
2. Offered professional advice to the board on items requiring board action, with appropriate recommendations based on thorough study and analysis.						3
3. Interpreted and executed the intent of board policy.						7
4. Sought and accepted constructive criticism of his work.						12
5. Supported board policy and actions to the public and staff.						10
6. Had a harmonious working relationship with the board.						10
7. Understood his role in administration of board policy, not policy making.						6
8. Kept the board informed of concerns about the schools expressed by the public.						5

Total 61

TABLE 4.10--B. Community Relationships. A tabulation of "Partly Cause of Release" indications of board members responding

**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)**

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
B. COMMUNITY RELATIONSHIPS						
1. Gained respect and support of the community on the conduct of the school operation.						14
2. Solicited and gave attention to problems and opinions of all groups and individuals.						7
3. Developed friendly and cooperative relationships with news media.						7
4. Participated actively in community life and affairs.						8
5. Achieved status as a community leader in public education.						7
6. Worked effectively with public and private agencies.						8
Total						51

TABLE 4.11--C. Staff and personnel relationships. A tabulation of "Partly Cause of Release" indications of board members responding

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
C. STAFF AND PERSONNEL RELATIONSHIPS						
1. Developed and executed sound personnel procedures and practices.						10
2. Developed good staff morale and loyalty to the organization.						13
3. Treated all personnel fairly, without favoritism or discrimination, while insisting on performance of duties.						11
4. Delegated authority to staff members appropriate to the position each holds.						9
5. Recruited and assigned the best available personnel in terms of their competencies.						7
6. Encouraged participation of appropriate staff members and groups in planning, procedures and policy interpretation.						6
7. Evaluated performance of staff members, gave commendation for good work as well as constructive suggestions for improvement.						6
8. Took an active role in development of salary schedules for all personnel, and recommended to the board the levels which, within budgetary limitations, will best serve the interests of the district.						4

Total 66

TABLE 4.12--D. Educational Leadership. A tabulation of "Partly Cause of Release" indications of board members responding

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
D. EDUCATIONAL LEADERSHIP						
1. Understood and kept informed regarding all aspects of the instructional program.						5
2. Implemented the district's philosophy of education.						6
3. Participated with staff, board, and community in studying and developing curriculum improvements.						6
4. Organized a planned program of curriculum evaluation and improvement.						5
5. Provided democratic procedures in curriculum work, utilizing the abilities and talents of the entire staff and lay people of the community.						6
6. Exemplified the skills and attitudes of a master teacher and inspired others to highest professional standards.						8

Total 36

TABLE 4.13--E. Business and finance. A tabulation of "Partly Cause of Release" indications of board members responding

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
E. BUSINESS AND FINANCE						
1. Kept informed on needs of the school program--plant, facilities, equipment and supplies.						5
2. Supervised operations, insisting on competent and efficient performance.						4
3. Determined that funds were spent wisely.						6
4. Determined that adequate control and accounting were maintained.						6
5. Evaluated financial needs and made recommendations for adequate financing.						5

Total 26

TABLE 4.14--F. Personal qualities. A tabulation of "Partly Cause of Release" indications of board members responding

**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)**

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
F. PERSONAL QUALITIES						
1. Defended principle and conviction in the face of pressure and partisan influence.						10
2. Maintained high standards of ethics, honesty, and integrity in all personal and professional matters.						12
3. Earned respect and standing among his professional colleagues.						9
4. Devoted his time and energy effectively to his job.						5
5. Demonstrated his ability to work well with individuals and groups.						9
6. Exercised good judgment and the democratic processes in arriving at decisions.						9

Total 54

TABLE 4.15--G. Competence and efficiency. A tabulation of "Partly Cause of Release" indications of board members responding

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
G. COMPETENCE AND EFFICIENCY						
1. Prompt and efficiently handled all reports.						5
2. Anticipated events and occurrences and prepared in advance to meet them properly.						4
3. Knew his job well.						8
4. Provided well-planned agendas and had information readily available to the board.						6
5. Kept the financial records well and kept the board advised of such matters.						9
6. Overall leadership.						9

Total 41

Correlating remarks with the Check List

In order to analyse the remarks and comments made by members of the boards of education, it was necessary to translate those remarks to the more appropriate section to which the remarks related. The need for this was occasioned by the obvious practice of board members to write their comments onto the page as ideas came to their mind. Often they disregarded the lack of relationship to the section they were checking. This translation was accomplished by classifying the remarks more appropriately within the generalized sections. As an example, a remark under Relationship with the Board was "dictatorial." This was translated as a personal quality for the purpose of this analysis. The reason was: the dictatorial attitude might exhibit itself not only in relationship with the board but also in relationship with the community and in relationship with the teachers. Therefore, it was more truly a personal quality for analysis though the resulting effect did show itself prominently in one or more of the other three categories. A complete rearrangement by general category of all the remarks made by members of the boards of education was necessary.

Once these remarks were reclassified and translated to their more appropriate generalized area, an intrinsic evaluation and classification was begun. The weight of numbers, intensity of comment, and frequency of occurrence were all taken into consideration, and the opinion of the researcher was used in making a final determination.

It was presumed in Chapter III that the validity of the instrument would be strengthened if the remarks classifications coincided with the check classifications under "Partly Cause of Release."

A summary of the remarks classification for all sections follows.

A. Relationship with the Board. Fourteen superintendents of the twenty-eight were accused of items that related to the area "failure to carry out board policy." Such related acts in this category were as follows: Did not carry out board policy or acts; Teacher minded, not board minded; Put the board of education in a bad light; Did not keep the board advised on actions.

The second most prominent subject of this area was in the area of "false impressions and improper acts." Nine superintendents were so accused.

Other areas and comments important to note fell under categories of "incompatible--not fit for the job," two superintendents; "relied on board for administrative decisions," four superintendents; "worked separately with board members, not the whole board," three superintendents; "failed to produce agendas," two; "would not develop written policies," four; "lack of board support," one; "too progressive for the district," two; "politics," one; "dominated discussions, etc.," three.

The relationship between the remarks and the check list indications indicated a positive relationship--a predetermined indication of internal validity. This is shown as Table 4.16.

TABLE 4.16--A comparison of the most meaningful remarks with the indications given in the "Partly Cause of Release" markings by board members. A. Relationship with the board

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
A. RELATIONSHIP WITH THE BOARD						
1. Kept the board informed on issues, needs, and operation of the school system.			"Did not keep the board advised," 9 superintendents			8
2. Offered professional advice to the board on items requiring board action, with appropriate recommendations based on thorough study and analysis.						3
3. Interpreted and executed the intent of board policy.						7
4. Sought and accepted constructive criticism of his work.						12
5. Supported board policy and actions to the public and staff.			"Failure to carry out board policy," 14 superintendents			10
6. Had a harmonious working relationship with the board.						10
7. Understood his role in administration of board policy, not policy making.						6
8. Kept the board informed of concerns about the schools expressed by the public.						5

B. Community Relationships. Of all the possible classifications of comments under the subject "Community Relationships," no combinations producing more than three superintendents to be criticized for any one comment could be found. Such comments as "couldn't communicate to the general public" received only two votes; "refused public use of facilities," two votes; "couldn't produce winners in sports or get public support of the school activities," two votes; "did not mix in community affairs," three votes; "religion," two votes; "argued," three votes, but was even questionable as to whether this may be considered a cause or an effect; "illness in the family," three votes; "other incidental remarks," one vote each, gave no indication of value. See Table 4.17.

TABLE 4.17--A comparison of the most meaningful remarks with the indications given in the "Partly Cause of Release" markings by board members., B. Community relationships

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
B. COMMUNITY RELATIONSHIPS						
1. Gained respect and support of the community on the conduct of the school operation.						14
2. Solicited and gave attention to problems and opinions of all groups and individuals.	"Argued,"	3	superintendents			7
3. Developed friendly and cooperative relationships with news media.						7
4. Participated actively in community life and affairs.	"Did not mix in community affairs,"	3	superintendents			8
	"Illness in family,"	3	supts.			
5. Achieved status as a community leader in public education.	"Couldn't communicate with the general public,"	3	superintendents			7
6. Worked effectively with public and private agencies.	"Refused public use of facilities,"	2	superintendents			8

Total 51

C. Staff and Personnel Problems. This produced but one generalized subject (most difficult to measure) for consideration, "lost respect for staff." This, combined with such statements as "did not support the principals in the staff," "antagonized the cook," "couldn't get along with new teachers," and "showed favoritism," built up ten superintendents for criticism. All other remarks, such as "lack of fairness," "too exacting," "couldn't accept suggestions," and "too many staff meetings," produced but one and two superintendents each so challenged.

The comparison of the remarks with the check list is worthy of analysis in that in the check list the most outstanding criticism was "failure to develop good staff morale and loyalty to the organization." See Table 4.18.

TABLE 4.18--A comparison of the most meaningful remarks with the indications given in the "Partly Cause of Release" markings by board members. C. Staff and personnel relationships

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
C. STAFF AND PERSONNEL RELATIONSHIPS						
1. Developed and executed sound personnel procedures and practices.						10
2. Developed good staff morale and loyalty to the organization.	"Lost respect of the staff" 10 superintendents					13
3. Treated all personnel fairly, without favoritism or discrimination, while insisting on performance of duties.						11
4. Delegated authority to staff members appropriate to the position each holds.						9
5. Recruited and assigned the best available personnel in terms of their competencies.						7
6. Encouraged participation of appropriate staff members and groups in planning, procedures and policy interpretation.						6
7. Evaluated performance of staff members, gave commendation for good work as well as constructive suggestions for improvement.						6
8. Took an active role in development of salary schedules for all personnel, and recommended to the board the levels which, within budgetary limitations, will best serve the interests of the district.						4

D. Educational Leadership; E. Business and Finance; G. Competence and Efficiency were all subjects with too few specific remarks to allow for drafting of conclusions.

F. Personal Qualities. The translation of specific statements to the proper general classification was most revealing. Of the twenty-eight superintendents under consideration the remarks translated revealed that no other general classification approached the "Personal Qualities" classification in number of entries and remarks. See Table 4.19.

TABLE 4.19--A comparison of the most meaningful remarks with the indications given in the "Partly Cause of Release" markings by board members. F. Personal qualities

EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
F. PERSONAL QUALITIES						
1. Defended principle and conviction in the face of pressure and partisan influence.						10
2. Maintained high standards of ethics, honesty, and integrity in all personal and professional matters.	"Matters of integrity" 14 superintendents					12
3. Earned respect and standing among his professional colleagues.	"Hard to know," 3 supts. "Lack of forcefulness," 8 supts. "Status seeker," 7 supts.					9
4. Devoted his time and energy effectively to his job.						5
5. Demonstrated his ability to work well with individuals and groups.						9
6. Exercised good judgment and the democratic processes in arriving at decisions.	"Autocratic and undiplomatic," 6 superintendents "Domineering," 8 supts. "Bad judgment," 6 supts.					9

Total 54

Please note in the above some superintendents appear more than once in the charges. The number merely indicates the highest indicated in that specific category.

When general classifications were assigned according to the remarks, "Personal Qualities" was the weakest area of twenty-two of the twenty-eight superintendents considered. The other remaining six cannot be classified because of lack of information. See Table 4.20.

A detailed study of personal qualities as specified by members of boards of education exhibited many qualities that were present in different superintendents. Likewise, many individual superintendents were attributed with several different qualities of a derogatory nature.

Table 4.21, "Personal qualities' breakdown of board members' remarks listing specific reasons for dismissal," presents a complete summary.

The fourteen superintendents whose integrity was in question actually received eleven of the twelve zero check marks, "Partly Cause of Release," given to the entire twenty-eight superintendents in the column F. Personal Qualities.

TABLE 4.20 - General classifications as indicated by members of boards of education for the 28 superintendents showing weakest classification by specific remarks.

Superintendents	A	B	C	D	E	F	G
45						X	
46						X	
28						X	
68							
78						X	
25						X	
3						X	
1						X	
1							
6						X	
13							
15						X	
16							
17						X	
18						X	
44						X	
55						X	
62							
63						X	
64						X	
67						X	
71						X	
71						X	
75						X	
79						X	
9						X	
10							
43						X	

- A. RELATIONSHIP WITH THE BOARD
- B. COMMUNITY RELATIONSHIPS
- C. STAFF AND PERSONNEL RELATIONSHIPS
- D. EDUCATIONAL LEADERSHIP
- E. BUSINESS AND FINANCE
- F. PERSONAL QUALITIES
- G. COMPETENCE AND EFFICIENCY

the first of these is the fact that the
the second is the fact that the
the third is the fact that the
the fourth is the fact that the
the fifth is the fact that the
the sixth is the fact that the
the seventh is the fact that the
the eighth is the fact that the
the ninth is the fact that the
the tenth is the fact that the
the eleventh is the fact that the
the twelfth is the fact that the
the thirteenth is the fact that the
the fourteenth is the fact that the
the fifteenth is the fact that the
the sixteenth is the fact that the
the seventeenth is the fact that the
the eighteenth is the fact that the
the nineteenth is the fact that the
the twentieth is the fact that the
the twenty-first is the fact that the
the twenty-second is the fact that the
the twenty-third is the fact that the
the twenty-fourth is the fact that the
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Hypotheses

It was presumed that the following five hypotheses would be confirmed and would provide basis for inferences to be drawn from this study.

Hypothesis No. 1

When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved which precipitate this action.

Hypothesis No. 2

These specific factors can be classified in both general categories and specific categories.

Hypothesis No. 3

Of all general classifications in the survey, there is more than likely one that occurs more predominately, more intensely, than all others.

Hypothesis No. 4

Of the several specific factors that fall within a general classification, there are those specific factors that are more prominent than others within each general classification.

Hypothesis No. 5

Of all specific factors in all general classifications, there is more than likely one that occurs more predominately, more intensely, than all others.

Alternate Hypotheses

Alternate hypotheses were not anticipated but were not ruled out. The study confirmed the five original hypotheses and alternate hypotheses were not required. A section on analysis was prepared to indicate to what extent the hypotheses were verified.

Analysis

The analysis of the data did confirm the five hypotheses. The analysis was founded upon the assumptions adopted earlier and it indicated that:

Random samples were sufficient from which to draw inferences.

Board members did commit themselves when given sufficient opportunity.

Board members did express what appeared to be truthful answers.

The combination check list evaluation and open-ended answers did tend to provide internal validity.

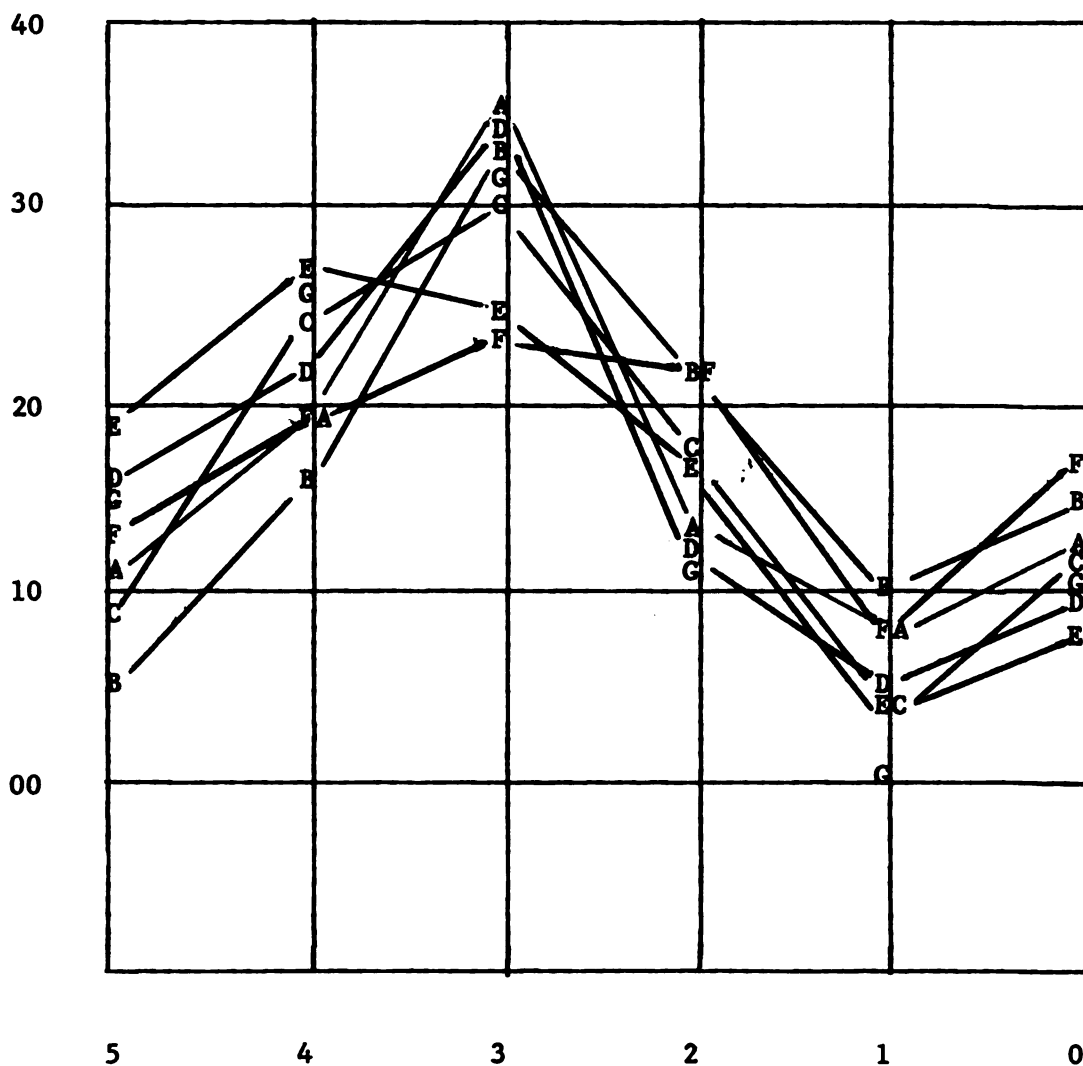
Hypothesis No. 1

When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved which precipitate this action.

It was predicted that a noticeable variation in answers concerning the evaluation check list would occur. It was predicted that a rather normal curve should evident itself except that among the responses may be a large number of X replies in the zero column called "Partly Cause of Release."

This prediction did occur in results. A rather normal table of distribution of ratings is evidenced in Table 4.22. A very noticeable turn in the curve for the zero column as was predicted did occur. Otherwise the curve represented a normal curve.

TABLE 4.22--Distribution of ratings of the specific classifications in each of the seven general classifications - A percentage distribution (See Table 4.8)



- A. RELATIONSHIP WITH THE BOARD
- B. COMMUNITY RELATIONSHIPS
- C. STAFF AND PERSONNEL RELATIONSHIPS
- D. EDUCATIONAL LEADERSHIP
- E. BUSINESS AND FINANCE
- F. PERSONAL QUALITIES
- G. COMPETENCE AND EFFICIENCY

Another approach to the confirmation of Hypothesis No. 1 was considered. The correlation of remarks with the check list which was mentioned earlier represented an analysis of the open-ended questionnaire and the statements written by members of the boards of education. These were statements of specific factors involved in the dismissal of a superintendent. Their mere existence was, likewise, confirmation of Hypothesis No. 1.

Hypothesis No. 2

These specific factors can be classified in both general categories and specific categories.

Question No. 13 of the instrument was analyzed to determine whether or not members of the boards of education accepted as valid the general classification system. Table No. 4.7, Numerical summary of the strongest and weakest areas of the 28 superintendents studies, evidenced indication that members of the boards of education did concur with the general classification procedure. It had been predicted that members of the boards of education would be willing to indicate one specific area as the weakest area and one specific area as the strongest area for their individual superintendent. This did occur. The division into general categories was accepted.

It was further predicted that if an anticipated curve of acceptance of Hypothesis No. 1 did develop it would, likewise, serve as proof of Hypothesis No. 2 concerning the acceptance of specific categories within the seven categories. Table 4.22--Distribution of ratings of the specific classifications in each of the seven general classifications - A percentage distribution, gives evidence of this acceptance. Both factors were necessary and sufficient for the

establishment of the Hypothesis No. 2.

The analysis of the remarks of members of boards of education did likewise, give evidence of confirmation of Hypothesis No. 2. Table 4.16--A comparison of the most meaningful remarks with the indication given in the "Partly Cause of Release" markings by board members, shows this evidence. Table 4.17, Table 4.18, and Table 4.19, likewise, demonstrate this fact.

Hypothesis No. 3

Of all general classifications in this survey there is more than likely one that occurs more predominately, more intensely, than all others.

Question No. 13, which was used to establish Hypothesis No. 2, was likewise used to establish Hypothesis No. 3. As shown on Table 4.7--Numerical summary of the strongest and weakest areas of the 28 superintendents studied, board members in general accepted the idea of classification and were recorded as indicating that community relationships was definitely the weakest general area for most superintendents. Eleven superintendents were indicated as weakest in this area while seven were weakest in their relationship with the board.

An alternate proof of this hypothesis was approached through the specific statements in the open-ended questions. The proof of the hypothesis did not depend upon the congruency of the results of the reclassification of the open-ended statements with the numerical scoring. It was stated earlier and must be restated: the translation of specific statements to the proper general classification was most revealing. Of the 28 superintendents under consideration the remarks translated revealed that no other general classification approached

the "Personal Qualities" classification in number of entries and remarks. When general classifications were assigned according to the remarks, "Personal Qualities" was the weakest area of 22 of the 28 superintendents considered. The other remaining six could not be classified because of lack of information. This is exhibited on Table 4.20--General classifications as indicated by members of boards of education for the 28 superintendents showing weakest classification by specific remarks.

Both systems confirmed Hypothesis No. 3 though the opinion arrived at by each method was different.

Hypothesis No. 4

Of the several specific factors that fall within a general classification, there are those specific factors that are more prominent than others within each general classification.

A simple statistical count of the evaluation check marks given by members of boards of education to the column zero, "Partly Cause of Release," did confirm this hypothesis. Within the seven general classifications there were certain specific factors that stood out considerably above all others. This is demonstrated in Tables 4.9 through 4.15.

A resume of these tables might serve as a theory of failure for it portrays the typical failing superintendent as follows:

A. Relationship with the Board of Education

4. Failed to seek and accept constructive criticism of his work.

5. Failed to support board policy and actions to the

public and staff.

6. Failed to have harmonious working relationship with the board.

B. Community Relationships

1. Failed to gain respect and support of the community on the conduct of the school operation.

C. Staff and Personnel Relationships

1. Failed to develop and execute sound personnel procedures and practices.
2. Failed to develop good staff morale and loyalty to the organization.
3. Failed to treat all personnel fairly, without favoritism or discrimination, while insisting on performance of duties.

D. Educational Leadership

6. Failed to exemplify the skills and attitudes of a master teacher and inspire others to highest professional standards.

E. Business and Finance

3. Did not determine that funds were spent wisely.
4. Did not determine that adequate control and accounting was maintained.

F. Personal Qualities

2. Did not maintain high standards of ethics, honesty, and integrity in all personal and professional matters.

G. Competence and Efficiency

5. Did not keep the financial records well and did not keep the board advised of such matters.

The hypothesis was confirmed.

Hypothesis No. 5

Of all specific factors in all general classifications there is more than likely one that occurs more predominately, more intensely, than all others.

The proof of this hypothesis was dependent upon the specific remarks made in the open-ended statements. The translation of the specific statements to the more appropriate general classification which revealed that 22 of the 28 superintendents were weakest in the area of personal qualities also revealed the specific quality which was more predominant and more intense than all others, matters of integrity. Table 4.23--An analysis of personal qualities as indicated by specific remarks of board members, is a summary of all of the remarks that occurred under the subject "Personal Qualities."

TABLE 4.23--An analysis of personal qualities as indicated by specific remarks of board members

<u>Quality Under Consideration</u>	<u>Number of Times Mentioned</u>
Matters of integrity	14
Autocratic and undiplomatic	6
Hard to know	3
Domineering	8
Unable to create harmony	4
Lack of forcefulness	8
Teacher minded	1
Communications poor	7
Poor long-range planning	2
Status seeker	7
Matter of personal affairs	1
Disregards advice	1
Religion	2
Failure to delegate	4
Confused or evasive	4
Bad judgment	7

Matters of integrity were so numerous--14 in all, out of 28 superintendents--and were so intense that there remained no doubt that the hypothesis was substantiated. Matters of integrity were classified as the specific factor that was most predominant and most intense of all factors of the total survey. It was necessary to tabulate the remarks under the 14 named superintendents concerning matters of integrity so that intensity was obvious. The listing is as follows:

1. Not always truthful
2. Conduct not consistent on Sunday and Monday (plus other similar remarks)
3. Dishonest, false credentials, gave false impression of his abilities, secret action unknown to the board
4. Lack of personal integrity
5. Outside interests in female personnel
6. Demanded personal family favoritism and small in his dealings
7. Dishonest and a liar
8. Infidelity (included because of other comments with it)
9. Ethics and honor and integrity suspect, misrepresentation
10. Untruths, used position to get better prices for his own welfare, lied, could not be trusted, untruths
11. Dishonest, ethics questionable
12. Dishonest, improper and unprofessional attitude
13. Couldn't trust him
14. Dishonest with staff

Inferences

From the proving of the several simple hypotheses, inferences were drafted.

Hypothesis No. 1

When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved which precipitate this action.

Inference No. 1 - When a superintendent of schools is dismissed from his position or is encouraged to leave his position and even though the public reason given is a generalized statement, there are, nevertheless, specific factors involved which have precipitated this action.

Inference No. 2 - After such an action has occurred, it is possible--by means of a well-drafted instrument--to ascertain what those specific factors were.

Inference No. 3 - School boards and superintendents, working together with the assistance of a well-drafted instrument could in many cases determine potential conflict areas and expose them for possible resolution.

Hypothesis No. 2

These specific factors can be classified in both general categories and specific categories.

Inference No. 1 - The classification of specific factors involved concerning the dismissal of a superintendent or the encouraging of a superintendent to leave his job, makes it possible to develop an instrument that can be used as a tool for creating

effective school board-superintendent relations.

Inference No. 2 - This instrument, if properly used, will expose potential conflict situations and will assist both superintendents and school board members in understanding the concept of the respective positions as held by the other party.

Inference No. 3 - Using a well drafted instrument school boards and superintendent candidates could well match their job concepts to determine whether or not compatability exists.

Hypothesis No. 3

Of all general classifications in the survey, there is, more than likely, one that occurs more predominantly, more intensely than all others.

Inference No. 1 - School board members tend to believe that more superintendents are released because they failed to carry out the board policy than for any other reason.

Inference No. 2 - The real general reason for the dismissal of most superintendents in the State of Michigan concerns personal qualities.

Inference No. 3 - A superintendent of schools who rates poorly in personal qualities is sure to rate poorly in areas dealing with people such as relationship with the board, community relationship, or staff and personnel relationships.

Hypothesis No. 4

Of the several factors that fall within a general classification, there are those specific factors that are more prominent than others within each general classification.

Inference No. 1 - In matters of school board relationships,

more superintendents are criticized for failure to carry out board policy than for any other item. The second most criticized factor is failure to keep the board advised.

Inference No. 2 - In matters of community relationships, more superintendents failed to gain respect and support of the community on the conduct of the school program than any other specific factor.

Inference No. 3 - In matters of staff and personnel relationships, more superintendents fail to develop good staff morale and loyalty to the organization than fail for other reasons.

Inference No. 4 - Superintendents of schools usually rate high in qualities of educational leadership, however, their most critical factor rests in their inability to exemplify the skills and attitudes of the master teacher and inspire others to highest professional standards.

Inference No. 5 - Superintendents of schools usually rate high in business and finance qualities, but of those criticized in this area, the most criticized factor rests with accounting and failure to spend the funds wisely.

Inference No. 6 - Among failing superintendents, those who are rated high in business and finance tend to rate low in community relationships.

Inference No. 7 - More superintendents are criticized for matters of integrity within the general classification of personal qualities than for any other item.

Hypothesis No. 5

Of all specific factors in all general classifications, there is more than likely one that occurs more predominantly, more intensely,

than all others.

Inference No. 1 - More superintendents of schools in Michigan who are released or encouraged to leave their positions are so released or so encouraged for matters of integrity than for any other single specific reasons.

Summary

The five hypotheses of this thesis were confirmed.

The basic assumptions of this study were found to be valid and reliable.

The most common general reason given by board members for the dismissal of superintendents in Michigan is community relationships, but an analysis of the statements of reasons by board members conclusively indicates that the real general reason concerns matters of personal qualities.

The most common specific reason for the dismissal of Michigan superintendents deals with matters of integrity.

A second and noticeably evident specific reason for the dismissal of Michigan superintendents involves failure to execute the policies and wishes of the board of education.

CHAPTER V

SUMMARY AND CONCLUSIONS

Purpose

The purpose of this study was to find new knowledge about superintendent-school board relationships, specifically concerning friction situations in Michigan associated with the severance of the tenure of the superintendent.

Basic Assumptions

Basic assumptions were employed embracing the following concepts: that random samples were sufficient from which to draw inferences, that board members committed themselves when given sufficient opportunity, that board members expressed truthful answers, and that the combination of a check list evaluation and an open-ended answer tended to provide internal validity.

Hypotheses

The following five hypotheses were confirmed.

1. When a superintendent of schools is dismissed or is encouraged to leave his position, there are specific factors involved which precipitate this action.
2. These specific factors can be classified in both general

categories and specific categories.

3. Of all general classifications in the survey, there is more than likely one that occurs more predominately, more intensely, than all others.
4. Of the several specific factors that fall within a general classification, there are those special factors that are more prominent than others within each general classification.
5. Of all specific factors in all general classifications, there is more than likely one that occurs more predominately, more intensely, than all others.

The Instrument

The instrument of the research used was a check list evaluation questionnaire with many open-ended questions to allow the respondent to expose his thoughts often and extensively.

Specific Findings

In confirming the hypotheses, three specific facts were apparent:

1. The most common general reason given by board members for the dismissal of superintendents in Michigan is community relationships, but an analysis of the statements of reasons by board members conclusively indicates that the real general reason concerns matters of personal qualities.
2. The most common specific reason for the dismissal of Michigan superintendents deals with matters of integrity.
3. A second and noticeably evident specific reason for the

dismissal of Michigan superintendents involves failure to execute the policies and wishes of the board of education.

Inferences

Confirming the several hypotheses of this research, the outstanding inferences may be noted.

1. School boards and superintendents, working together with the assistance of a well-drafted instrument, could in many cases determine potential conflict areas and expose them for possible resolution.
2. In matters of general classification school board members tend to believe that more superintendents are released because they failed to carry out the board policy than for any other reason. However, the apparent reason, on analysis of written responses, indicates that dismissal is due to factors that concern personal qualities.
3. Superintendents of schools usually rate high in qualities of educational leadership and in matters of finance. At the same time those who are failing superintendents and who rate high in matters of finance tend most frequently to have difficulties in community relationships.
4. We may infer that if the five hypotheses of this thesis are valid for superintendents in general, they are equally valid for a superintendent individually.

Summary

Most failing superintendents fail because of "personal qualities." Board members perceive the man as a failure because of poor community relations, poor staff relations, or poor board of education relations. This observation of board members could be predicted because they tend to judge symptoms not causes. When asked for causes or specific reasons by questionnaire they reveal keen insights and point to personal qualities as the real factors.

This fact is of major importance because it exposes personal qualities as a void in training or selection of school administrators. It is a foregone conclusion that one who is weak in personal qualities is destined to have trouble in one of the major areas dealing with people, the board of education, the community, or the teaching staff.

Failing superintendents tend to evidence reason to have their integrity suspect in the eyes of the board of education. Doubtlessly in reality it is true that many of the suspicions of board members are baseless. Nevertheless, a board member was given some reason to suspect questionable integrity in half of the cases studied.

This is a serious indictment of the profession, the screening processes, and the system of training and recruiting. Superintendents ought to know that propriety is a must. Refusal to account for certain funds where shortages existed was often reported. Living beyond known means reasonably raised eyebrows. Family eating at school cafeteria on Sundays was logically suspect. These, and similar actions, seem almost too obvious to believe, but they were reported.

Failing superintendents are found most often in situations where the board of education and the superintendent of schools have conflicting views of their roles. In some cases this appeared to

result from the superintendent's refusal to accept reasonable compromise. In other cases it appeared to result from the fact that either the board of education did not know its real role or refused to define that role.

That many board members did not know their role was most seriously evidenced by the numerous questionnaire responses from board members themselves that their actions were not as a board but were as individuals, and their evaluation of the superintendent's work was not as a board but was as an individual board member.

That many superintendents did not know their role was most seriously evidenced by the numerous responses from board members that the superintendent did not plan, prepare, or even urge board of education policies, did not operate the school program on standard practices and procedures, and did not try to develop an in-service training system for the board of education and the superintendent to learn their respective roles together.

Failing superintendents are accused of "failure to keep the board of education informed" more often than any other single item other than "personal qualities." It was inferred that this resulted from the practice of the superintendent to work more with board members as individuals than as a whole board. This tended to give the other members of the board the impression that they were left out. Inferences were clearly perceivable that superintendents were not consistent enough in their actions so that board members could anticipate with certainty how similar matters would be handled without having to investigate for themselves each single case. This indicated a serious lack of standard practices and adherence to a policy. Board members inferred that they were too often taken for granted and not actually

allowed to play their proper roles.

Failing superintendents tend to fail in communication. They do not keep their boards informed. They are misunderstood by the community. They have difficulty in getting along with their teachers. Their inability to resolve conflict through dialogue is noticeable. For this reason they do not view their role as does the board of education and their personal qualities become misunderstood and even accentuated.

This communication failure appears to be due in a great part to a lack of a pattern of action, behavior, and judgments necessary to provide a template for subordinates to use as a sample for formulating judgments and decisions. Failure to be consistent in the decision making process, absence of standard thought patterns and practices, and outright favoritism all appear to bar the failing superintendent from communicating with his staff, the public, and the board of education.

Failing superintendents tend to be those who are unable to handle the opposition to their recommendations, whether the opposition is a minority of the public, a dissident group of the staff, or an individual disagreeing board member. These superintendents tend to be unable to cope with an opposing force on a subject matter level but rather they personalize and tend to incur animosities which involve personality clashes.

Many boards of education do not know how to employ a superintendent of schools. It is often said that the employment of a superintendent of schools is the most important single function of a board of education. At the same time, most boards seem ill prepared to do this when the time comes that they must hire a superintendent.

This occurs in spite of the wealth of literature available on the subject. The anecdotal comments clearly implied that often principals are promoted to superintendent because they were good principals, and no consideration was given to the fact they they may not qualify in the least for the superintendent's job. Some inferences were clear that superintendents were hired because they took the position for less money than other candidates. References to the use of teacher placement bureaus and their help in hiring a superintendent were noticeably absent in the anecdotal statements concerning failing superintendents.

Many boards of education do not know how to release a superintendent. The technique of release of a superintendent is clearly a fumbling art. Most boards of education simply wait until the very last minute possible and then advise the superintendent that his contract will not be renewed. Often belligerent activities ensue and hard feelings are developed, often splitting the community and the teaching staff as well as the membership of the board itself.

The absence of an acceptable agreement as to how to evaluate the work of the superintendent is the most noticeable factor of concern. This, of course, stems from the earlier mentioned fact that boards and their superintendents do not view their respective roles alike.

Failing superintendents are usually not advised of the real or the specific reasons for their dismissal. Like the public, they are given the public reason. Often the board of education as a board is not really aware, at the time of the dismissal, of the specific reasons. This is due to the inadequate dismissal practices of boards of education. There is no listing of charges or specifications, there is no hearing of the charges or specifications, and in general there

is no valid board action as a whole board. In most cases, after individual prodding from individual board members, the superintendent is goaded into submitting his resignation. Seldom has board action been necessary to actually remove a superintendent from office. Even in those cases where actual board action is recorded, it is after the fact and a simple recording of the event.

In truth, the specific underlying reasons for dismissal deal with specific perceptions of personal qualities held in the minds of the board members. These are seldom revealed. In the cases of the fourteen superintendents whose integrity were suspect in the eyes of at least one of their board members, they were seldom confronted with the accusation. Other public reasons were used to ease them out. In the very few cases where superintendents were actually confronted with problems of integrity they were allowed to quietly leave the community on the promise to be good. In several of these latter cases the boards even agreed not to blackball the man if he would simply leave without making a scene.

Most failing superintendents owe their failure to themselves. These men simply have not learned to cope with the complicated system of public school operation as it is carried on in the modern political milieu. Perhaps some of these failing superintendents would have failed anyway because of other not mentioned factors. Nevertheless, it can be presumed that many of these men were capable men and could have been salvaged if their personal problems could have been solved, if their ability to communicate could have been improved, if their concepts of integrity could have been made to conform with the situation at hand, and if their role concepts could have been brought into agreement with those role concepts of the board of education.

Some superintendents fail because they are too strong for the position, have standards of education too high for the community, or have standards of ethics too high for some or all of the board members. Inferences rang clear that some superintendents were removed because of beliefs or standards. Some boards felt the Superintendent was too aggressive in the establishment of standards for their district or he had ideas too rich for their district. In a few cases it was noted that his ethical standards were higher than those of some board members and his insistence upon following the letter and intent of the law placed him at odds with certain board members, ultimately leading to his dismissal. Conceivably, this man could be a very successful superintendent when paired with a board of education where views of respective roles and expectations more closely matched his.

APPENDIX 1

December 1, 1965
1204 Kimball Street
Sault Ste. Marie, Michigan

Mr. George Peterson
Director of Teacher Placement
Michigan State University
East Lansing, Michigan

Dear Mr. Peterson:

You are in a key position to be of service to school boards and superintendents of schools in Michigan.

Why School Superintendents Are Dismissed or Encouraged
To Leave Their Positions

is a title of a Doctoral Thesis now underway.

Here is how you can help. Will you please make a list of all Michigan superintendents you know of that have either been fired or encouraged to leave their positions between July 1, 1955, and July 1, 1965? Please list the person's name and the school district name where the incident occurred and the date.

After locating the cases for study (with your help) we will send a letter to the board members who were on the board at the time the incident occurred. The survey will be open-ended so that the board member may write as much or as little as he pleases.

Any suggestions you may have to add to the effectiveness of our study will be greatly appreciated.

Your response will be treated CONFIDENTIAL.

Sincerely yours,

Hugh H. Holloway
Superintendent of Schools
Candidate for Ph. D.

APPENDIX 2

THE PUBLIC SCHOOLS
of Sault Ste. Marie, Michigan
Phone MEloose 2-3379

C O N F I D E N T I A L

1204 Kimball Street
Sault Ste. Marie, Michigan

Would you like to know, "Why School Superintendents Are Dismissed or Encouraged to Leave their Positions?"

You can help in a study to improve Michigan Superintendent-School Board relationships by helping to uncover hitherto un-noticed causes of friction.

This is the title of a Doctoral Thesis research study of expressions of opinion by members of Michigan boards of education who have at one time been involved in the dismissal or the encouragement to leave of a superintendent.

This survey is valid only if you give factual and complete information. Your confidence will be honored, and only the undersigned will know the individual cases concerned. I pledge secrecy. The results will be reported in generalized form to protect the participant's confidence.

Certainly, you will join me in looking forward to the generalizations of these results which are intended to accomplish the following purposes:

to find new knowledge about superintendent-school board relationships specifically concerning friction situations that have resulted in the severance of the tenure of the superintendent.

to make this new knowledge available to School Board Members in Michigan, Colleges of Education, College Teacher Placement Bureaus, and Superintendents of Schools.

For your cooperation you will be sent a brief of the generalizations of this survey which may be helpful to you in future activities.

All information will be treated as CONFIDENTIAL.

Sincerely yours,

Hugh H. Holloway, Candidate
Superintendent of Schools
Sault Ste. Marie, Michigan

10. What kinds of reasons did the board give the man for the action taken? ☐ Very specific
☐ Specific
☐ General
☐ Vague
☐ None
11. What notice was the man given of his pending dismissal or release or desire that he should leave? ☐ None
☐ 1 month
☐ 3 months
☐ 6 months
☐ 1 year
☐ Other, explain

12. In your own words (as best you can recall) as you saw the situation, will you reconstruct the events that led up to the termination of the superintendent's tenure?

13. For an overall appraisal of the superintendent will you please indicate in the following:

S for his strongest area of activity (1 only)
 and
W for his weakest area of activity (1 only)

- ☐ Relationship with the board
☐ Community relationships
☐ Staff and personnel relationships
☐ Educational leadership
☐ Business and finance
☐ Personal qualities
☐ Competence and efficiency

14. Do you recall the official action entered into the Minutes at that time?

- ☐ Yes
☐ No

If you do recall, please describe.

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APPENDIX 3

C O N F I D E N T I A L

Identification is by
 Number Only _____
 (You need not sign)

**WHY SCHOOL SUPERINTENDENTS ARE DISMISSED OR ENCOURAGED
 TO LEAVE THEIR POSITIONS**

**A Study as Expressed by Members of Boards of Education
 Involved in Selected Cases in Michigan**

1. When you were a member of a board of education was the superintendent of schools

<input type="checkbox"/>	Fired
<input type="checkbox"/>	Contract not renewed
<input type="checkbox"/>	Eased out conveniently
<input type="checkbox"/>	Asked to leave
<input type="checkbox"/>	Other, please explain

2. On what date did this occur? (approximately) _____
3. What was the name of the Superintendent? (If you can remember)

4. Did you support the action stated in #1 at that time? _____
5. Do you still feel it was the proper action to take? _____
6. What was your age at that time?

<input type="checkbox"/>	up to 25
<input type="checkbox"/>	26 thru 35
<input type="checkbox"/>	36 thru 45
<input type="checkbox"/>	46 thru 55
<input type="checkbox"/>	56 on up
7. What was your position on the board at that time?

<input type="checkbox"/>	President
<input type="checkbox"/>	Vice President
<input type="checkbox"/>	Secretary
<input type="checkbox"/>	Treasurer
<input type="checkbox"/>	Trustee
8. List approximately the inclusive dates of your service on the board of education

9. What was your occupation at the time of the incident?

C O N F I D E N T I A L**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE**
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
A. RELATIONSHIP WITH THE BOARD						
1. Kept the board informed on issues, needs, and operation of the school system.						
2. Offered professional advice to the board on items requiring board action, with appropriate recommendations based on thorough study and analysis.						
3. Interpreted and executed the intent of board policy.						
4. Sought and accepted constructive criticism of his work.						
5. Supported board policy and actions to the public and staff.						
6. Had a harmonious working relationship with the board.						
7. Understood his role in administration of board policy, not policy making.						
8. Kept the board informed of concerns about the schools expressed by the public.						

RELATIONSHIP WITH THE BOARD

Can you add any comments about his relation with the Board of Education? What were the things you disliked, the things that bothered you or others, etc., etc., etc.?

C O N F I D E N T I A L**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)**

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
B. COMMUNITY RELATIONSHIPS						
1. Gained respect and support of the community on the conduct of the school operation.						
2. Solicited and gave attention to problems and opinions of all groups and individuals.						
3. Developed friendly and cooperative relationships with news media.						
4. Participated actively in community life and affairs.						
5. Achieved status as a community leader in public education.						
6. Worked effectively with public and private agencies.						

COMMUNITY RELATIONSHIP

Can you add any comments about his community relationships? What were the things you disliked, that bothered you or others, etc., etc., etc.?

C O N F I D E N T I A LEVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
C. STAFF AND PERSONNEL RELATIONSHIPS						
1. Developed and executed sound personnel procedures and practices.						
2. Developed good staff morale and loyalty to the organization.						
3. Treated all personnel fairly, without favoritism or discrimination, while insisting on performance of duties.						
4. Delegated authority to staff members appropriate to the position each holds.						
5. Recruited and assigned the best available personnel in terms of their competencies.						
6. Encouraged participation of appropriate staff members and groups in planning, procedures and policy interpretation.						
7. Evaluated performance of staff members, gave commendation for good work as well as constructive suggestions for improvement.						
8. Took an active role in development of salary schedules for all personnel, and recommended to the board the levels which, within budgetary limitations, will best serve the interests of the district.						

STAFF AND PERSONNEL RELATIONSHIPS

Can you add any comments about his staff and personnel relationships? What were the things you disliked, that bothered you or others, etc., etc., etc.?

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for transparency and accountability, particularly in financial matters. The text outlines various methods for organizing and storing data, including digital databases and physical filing systems. It also mentions the need for regular audits and reviews to ensure the integrity and accuracy of the information.

2. The second part of the document focuses on the role of communication in achieving organizational goals. It highlights the importance of clear and concise communication, both internally and externally. The text provides guidelines for effective communication, such as using appropriate language, listening actively, and providing feedback. It also discusses the benefits of open communication and how it can foster a collaborative and innovative work environment.

3. The third part of the document addresses the challenges of managing a large and diverse organization. It identifies key areas of concern, such as resource allocation, personnel management, and strategic planning. The text offers practical advice on how to overcome these challenges, including the use of delegation, prioritization, and continuous learning. It also emphasizes the importance of maintaining a strong corporate culture and values, which can help guide decision-making and ensure long-term success.

4. The fourth part of the document discusses the importance of innovation and creativity in driving growth and progress. It encourages organizations to embrace change and explore new ideas and technologies. The text provides examples of successful innovation strategies and offers tips for fostering a culture of innovation. It also mentions the need for investment in research and development and the importance of protecting intellectual property.

5. The fifth part of the document concludes with a summary of the key points discussed and offers final thoughts on the future of the organization. It reiterates the importance of maintaining accurate records, effective communication, and a strong corporate culture. The text also expresses optimism about the future and encourages the organization to continue striving for excellence and growth.

C O N F I D E N T I A LEVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
D. EDUCATIONAL LEADERSHIP						
1. Understood and kept informed regarding all aspects of the instructional program.						
2. Implemented the district's philosophy of education.						
3. Participated with staff, board, and community in studying and developing curriculum improvements.						
4. Organized a planned program of curriculum evaluation and improvement.						
5. Provided democratic procedures in curriculum work, utilizing the abilities and talents of the entire staff and lay people of the community.						
6. Exemplified the skills and attitudes of a master teacher and inspired others to highest professional standards.						

EDUCATIONAL LEADERSHIP

Can you add any comments about his educational leadership? What were the things you disliked, that bothered you or others, etc., etc., etc.?

C O N F I D E N T I A L**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE**
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
E. BUSINESS AND FINANCE						
1. Kept informed on needs of the school program--plant, facilities, equipment and supplies.						
2. Supervised operations, insisting on competent and efficient performance.						
3. Determined that funds were spent wisely.						
4. Determined that adequate control and accounting were maintained.						
5. Evaluated financial needs and made recommendations for adequate financing.						

BUSINESS AND FINANCE

Can you add any comments about his business and finance? What were the things you disliked, that bothered you or others, etc., etc., etc.?

C O N F I D E N T I A L**EVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)**

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
F. PERSONAL QUALITIES						
1. Defended principle and conviction in the face of pressure and partisan influence.						
2. Maintained high standards of ethics, honesty, and integrity in all personal and professional matters.						
3. Earned respect and standing among his professional colleagues.						
4. Devoted his time and energy effectively to his job.						
5. Demonstrated his ability to work well with individuals and groups.						
6. Exercised good judgment and the democratic processes in arriving at decisions.						

PERSONAL QUALITIES

Can you add any comments about his personal qualities? What were the things you disliked, that bothered you or others, etc., etc., etc.?

C O N F I D E N T I A LEVALUATION OF THE SUPERINTENDENT DISMISSED OR ENCOURAGED TO LEAVE
(Please Check One)

	Ex 5	Good 4	Av 3	Poor 2	Bad 1	Partly Cause of Re- lease 0
G. COMPETENCE AND EFFICIENCY						
1. Promptly and efficiently handled all reports.						
2. Anticipated events and occurrences and prepared in advance to meet them properly.						
3. Knew his job well.						
4. Provided well-planned agendas and had information readily available to the board.						
5. Kept the financial records well and kept the board advised of such matters.						
6. Overall leadership.						

COMPETENCE AND EFFICIENCY

Can you add any comments about his competence and efficiency? What were the things you disliked, that bothered you or others, etc., etc., etc.?

APPENDIX 4

December 13, 1965
1204 Kimball Street
Sault Ste. Marie, Michigan

Why School Superintendents Are Dismissed
or Encouraged to Leave Their Positions

This is the title of a Doctoral Thesis now underway. Your help is needed.

Will you please make a list of all Michigan superintendents (Name, date, and school district) you know that have either been fired or encouraged to leave their positions since July 1, 1955, and prior to July 1, 1965?

THESE NAMES WILL NEVER APPEAR IN THE THESIS. THIS IS CONFIDENTIAL. Names of boards of education will not be revealed. The idea behind this study is to find out exactly why the board acted as it did.

Enclosed is a self-addressed, stamped envelope for you to use in reply. Please do so immediately. If you wish to add comments to your list or any suggestions, you may do so and they will be greatly appreciated.

After locating the cases for study (with your help), I will send a letter to the board members who were on the board at the time the incident occurred. The survey will be open ended so that the board member may write as much or as little as he pleases.

All information will be treated as CONFIDENTIAL.

Sincerely yours,

Hugh H. Holloway
Superintendent of Schools
Sault Ste. Marie, Michigan

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