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By

Benson Scott Munger

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ABSTRACT

A STUDY OF THE RELATIONSHIP BETWEEN SELECTED VARIABLES AND THE ATTITUDES OF MICHIGAN PRINCIPALS TOWARD ORGANIZING FOR NEGOTIATIONS

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Statement of Problem

This study dealt with a set of selected variables which have been traditionally associated with militancy in education. The study used this set of variables as predictor variables in an attempt to predict the attitudes of Michigan principals toward their right to negotiate and their desire to negotiate a local master contract for principals.

Research Methodology

A questionnaire was sent to a random sample of 280 Michigan principals. The questionnaire contained seventeen predictor variable questions and two criterion variable questions. The questions were not labeled as predictor or criterion variables. The

usable return rate for the questionnaire, with one follow-up, was 89%. Questions eleven and twelve were eliminated. These questions dealt with the identification of the principals with teachers or administrators. The questions were eliminated because the subjects failed to accurately mark the answers according to directions. The research hypotheses were:

The selected variables that have been traditionally associated with teacher militancy cannot account for a percentage of variance that is significantly greater than zero when used to predict the principals' responses to the question of their right to negotiate.

The selected variables that have been traditionally associated with teacher militancy cannot account for a percentage of variance that is significantly greater than zero when used to predict the principals' responses to the question of their desire to negotiate a local contract.

A factor analysis was computed using the reduced set of fifteen predictor variables. The object of using the factor analysis was to reduce the number of variables to be used in the subsequent multiple regression analysis. This subset of variables was composed of the variables with the highest factor loading in each factor with an eigenvalue greater than 1.00. These variables also had near zero factor loadings on the other significant factors.

A multiple regression analysis was computed using the subset of variables identified through factor analysis. This regression analysis was a least squares delete with a significance level of .05.

In addition, a least squares multiple regression analysis was computed using all fifteen variables.

Several guideposts were used to evaluate the data: (1) The orthogonality of the factors from the factor analysis, (2) The total variance accounted for (R^2) by the multiple regression analysis using all fifteen variables, (3) The variance accounted for (R^2) using the significant variables from the least squares delete programs, and (4) The relative decrease in variance accounted for (R^2) with each iteration in the least squares delete program.

Major Findings

Research hypothesis one was accepted. The selected variables were not able to produce a multiple regression coefficient that is significantly greater than zero ($\alpha .05$) on the criterion variable which dealt with the principals' right to negotiate.

Research hypothesis two was rejected. The selected variables were able to produce a multiple regression coefficient greater than zero ($\alpha .05$) on the criterion variable which dealt with the principals' desire to negotiate a local contract.

The total set of predictor variables accounted for only 7.1% of the variance on the criterion variable which dealt with the right of principals to negotiate and 16.5% on the criterion variable that dealt with the desire to negotiate a local contract.

When the two significant variables from the least squares delete analysis were used in a regression analysis, they accounted for 3.6% of the variance on criterion variable one and 12.9% on criterion variable two. These variables were the district's experience with mediation and its experience with a strike. On criterion variable two the variables were experience with a strike in the district and the size of the school district.

It was also found that 89.8% of the principals felt that principals should have the right to negotiate a master contract and 61.2% felt that their local principals group should negotiate a contract with their local board of education.

**To my Grandparents
for their wisdom and love**

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CHAPTER I

THE PROBLEM

Need

In the last half of the 1960's the struggle for resolution of power within the public schools has brought conflict and turmoil. Much of the attention has been focused on the teacher-school board or teacher-administrator relationships. When the administrator was mentioned, that definition usually encompassed central office personnel with principals and second-line administrators rarely, if ever, included. With collective negotiations, the principal has become the forgotten man. The National School Public Relations Association Bulletin describes the principal's position as follows:

The principal is in danger of being "traded out of existence" by teacher-school board negotiations. His powers are being bargained away by school boards as they agree to teacher's demands for a greater say in running the schools. The principal is standing by helplessly watching his authority vanish because he seldom has any part in negotiations. He is being "bypassed and blitzed." Teachers regard him as the boss. The board thinks he is an underling. He is the unenviable man in the middle--a loser in no-man's land.¹

¹"Principals Fight for Existence," Education U. S. A. (Washington: National School Public Relations Association, 1968), p. 1.

Although many variables that relate to this problem are manifest throughout the United States, Michigan has become not only a leader but a microcosm of almost all the events which are taking place in various other states.

Beginning in 1965 with the passage of Public Act 379, which gave public employees the right to negotiate contracts with their employers, the move toward greater involvement in local education became a reality. The Michigan Education Association and the Michigan Federation of Teachers moved almost immediately into full-scale contracts with the K-12 districts in the state. At this time there was no precedent to indicate that principals might have the same right to negotiate local contracts.

With the Hillsdale decision by the Michigan State Labor Mediation Board in December of 1968, it was clear that principals had the same negotiation rights as teachers. The application of this process is at this writing an unanswered question.

The principals in Michigan were faced not only with the usual problems associated with competing teachers organizations, but also with a basic split in philosophical and organizational emphasis between organizations that wished to represent them. Dr. Charles T. Schmidt, Jr., in an article on recognition of principals, said:

The legal questions have not been entirely resolved, nor have the organizational and philosophical relationships and positions been fully explored.²

The administrative team approach was offered by one group with a promise of greater communication with their boards of education and central administrators, in addition to more authority to handle individual problems. Mr. Fritz Pinis, Past-President of MAESP, commented on this approach:

The management team concept will be given strong impetus through relationships with the Congress of Administrators and through the assignment to be undertaken by past president Joe White.

The meetings with the Congress have produced some interesting and most informative discussions. To my knowledge, we have never before had the opportunity to actually sit down across the table from superintendents and board member representatives and discuss openly our problems and concerns. This avenue of communication is healthy. It provides a sounding board for all groups.

Another group pointed out that principal's powers are being reduced and his responsibilities increased through teacher-board negotiations. Prompt organization for negotiations was tendered as the answer. A letter from the Michigan Education Association encouraged principals to take a strong stand:

²Charles T. Schmidt, Jr., "The Question of the Recognition of Principals and Other Supervisory Units in Public Education Collective Bargaining," Labor Law Journal (May, 1968), p. 291.

³Fritz Pinis, "No Time to Lose," The Michigan Elementary Principal, XXXXII, No. 5 (East Lansing: May, 1968), p. 3.

Should principals, then, take hold of the opportunity provided them under PA 379 and fulfill their responsibility to themselves and the profession to accept this new and challenging leadership role? The answer is a resounding "Yes!"

The Michigan Education Association stands ready to assist you in your move toward greater professional self-determination. The right to do so is yours by law. Exercise it now.⁴

The complete lack of information in this area made decision-making difficult.

The traditional principal's relationships have been radically altered. The principal may assume a new role because of negotiations. That new role was yet to become clear. Joseph H. Cronin of Harvard commented on this problem:

It is not enough to ask principals and staffs to have ideas or to expect that a principal listen to the voices of school clients; the board has an obligation to review the current expectations held of principals and to redefine the role before, or as a result of negotiations.⁵

The roles of principals were constantly being redefined in practice. The direction of this redefinition may well be influenced primarily by teacher-board negotiations unless the principal is able to exert pressure that is adequately organized and directed. If negotiations were to have a fraction of the impact on principals that

⁴Office of Administrator Services, The Principal and PA 379 (East Lansing: Michigan Education Association, 1967), p. 2.

⁵Joseph H. Cronin, "School Boards and Principals Before and After Negotiations," Phi Delta Kappan (Bloomington: November, 1967), pp. 126-127.

it has had on teachers, the results may be very difficult to ignore.

The state teachers organizations had little direct control of local units, yet had a great deal of influence through such things as model contracts and release of information of specific topics. Because of this the rate and direction of teacher-board negotiations has been a subtle interaction between the teachers and their state associations.

As this same loose affiliation exists within the principals associations and their individual principals, this situation may well come to exist in their relationships. The keystone of this type of relationship is adequate information.

In order to make the necessary decisions about organization, national, state, and local leaders will need to have accurate information--information not only about the present attitudes among principals but about the variables that relate to those attitudes.

Purpose

The purpose of this study was to examine a set of variables with respect to their ability to predict the attitude of Michigan principals toward negotiations for themselves and other principals. These predictor variables were used both individually and in groups.

The intent was to use the least number of predictor variables to make a valid prediction of the criterion variables.

The study did not attempt to place a value judgment on the process of collective negotiations in public education. It simply recognized that the process is one which because of its growth, especially in the State of Michigan, is worthy of systematic exploration.

Many of the decisions concerning collective negotiations that have been made by school districts and education associations were made with relatively little information about the needs and background of their constituents. If a significant number of local principals organizations begin to use the process of negotiations, the need for information may become even greater.

The question of whether principals should negotiate and if so, under what conditions, has been largely ignored in the literature. The principal and his role has been discussed in relation to teacher-board negotiations, but seldom from the viewpoint of the principal as a member of his own organization with unmet needs and concerns. Separate negotiations represent one avenue for principals toward more control of their professional destiny.

The ability to predict the attitude of principals toward negotiations will have a good deal of importance for several groups.

Local central office administrators would use the information to assess the status of their staff attitudes toward negotiations without a direct question on the subject. This may have an effect on the relationships between the central office and the principals and the central office attitude toward those relationships.

The local principals association leaders could use the information to assess its position on negotiations before taking a public stand with its members. It could also give an indication of the type of principal that was likely to support any positive movement toward negotiations.

The state principals associations could use the information to assess its position on negotiations and to allow the association to plan its method and areas of implementation if a positive position on negotiations is taken.

The choices made by principals organizations such as those found in Michigan will determine the direction of education, especially in the area of personnel relations. The need for information is clearly evident. Acknowledging the limitations of any research of this area, this study was dedicated to the collection and analysis of data which may contribute useful information in the area of principals and their attitude toward organizing for negotiations.

Definitions

AFT

(American Federation
of Teachers)

An organization of teachers affiliated with the AFL-CIO founded to press for collective bargaining in public education. A national organization which has had its greatest success in large metropolitan school districts.

Collective Bargaining-- Collective Negotiations-- Professional Negotiations

Three terms which have been used interchangeably in the literature. Basically, two parties sitting down and reducing their mutual concerns to a written agreement by which their relationship is governed for a given period of time.

Congress of School Administrator Associations

A loosely organized administrative organization which was formed after the administrative associations disaffiliated from the Michigan Education Association.

DCT
(The Department of
Classroom Teachers)

A department of the Michigan Education Association which, before disaffiliation by administrators, had the same relationship to the parent MEA as did the administrative organizations.

Fact-finding

A quasi judicial procedure available to school districts where mediation has failed to resolve an impasse. The procedure consists of an informal hearing, usually public, where both parties to the dispute present arguments for their position on disputed issues. Within a short time the officer issues a public recommendation for settlement. The recommendation is not binding on either party.

MAESP
(The Michigan Association of
Elementary School Principals)

An association which was, until 1968, a department of the Michigan Education Association. The association was independent, although loosely tied to the Congress of School Administrator Associations.

MAPS

(The Michigan Association of Principals and Supervisors)

An administrative division of the Michigan Education Association which was formed in 1968 when the superintendents, elementary principals, and secondary principals left the MEA.

MASA

(The Michigan Association of School Administrators)

An association of superintendents and central office personnel which was formerly a department of the Michigan Education Association. It was loosely tied to the Congress of Administrator Associations.

MASCD

(The Michigan Association of Supervision and Curriculum Development)

An association of people concerned with curriculum. It is currently a department of the Michigan Education Association.

MASSP

(The Michigan Association of Secondary School Principals)

An association which, until 1967, was a department of the Michigan Education Association. After its disaffiliation it became

an independent organization loosely tied to the Congress of School Administrator Associations.

MEA
(Michigan Education
Association)

A state affiliate of the National Education Association.

Until 1966 it represented both teachers and administrators in Michigan. With the disaffiliation of the superintendents, secondary principals, and elementary principals associations, it was primarily an association of classroom teachers.

Mediation

A procedure granted to school districts in the Michigan Public Employees Relations Act (Act No. 336 of the Public Acts of 1947 as amended) and defined in the Michigan Labor Mediation Act (Act No. 176 of the Public Acts of 1939 as amended). This procedure allows the Michigan Labor Mediation Board to assign an impartial third party to school districts experiencing difficulty with their negotiations. The third party is paid by the State of Michigan.

MFT
(Michigan Federation
of Teachers)

A state affiliate of the American Federation of Teachers representing teachers in eighteen K-12 districts in Michigan. The

largest district represented is Detroit. The MFT, like its national parent, has discouraged membership by administrators.

NEA
(National Education
Association)

A national association of educators composed of a diverse set of organizations tied to it in a variety of relationships. It is the largest education association in the United States and has affiliates in every state.

Office of
Administrator Services

A division of the Michigan Education Association which provides services and has responsibility for members of MAPS.

P.A. 379
(Public Act 379)

A Michigan legislative act passed in 1965 which gave public employees, including teachers, the right to negotiate contracts with their employers. This act also provides several processes for the resolution of impasses. These procedures include mediation, fact-finding, and unfair labor practice hearings. The responsibility for administering the act is in the hands of the State Labor Mediation Board.

PERA
(Public Employees
Relations Act)

See P.A. 379 for definition.

Strike

A strike for purposes of the act is the organized non-appearance of teachers at the time designated by the board of education for the opening of school.

Hypotheses

The review of the literature indicates that there are several variables which have been traditionally related to teacher militancy. These variables appear in the writings of authors that have been concerned with the field of negotiations. Since principals have traditionally risen from the ranks of teachers, there is good reason to believe that these variables will have a similar relationship to principal militancy.

1. The selected variables that have been traditionally associated with teacher militancy should show a strong relationship to the principals' feelings toward their right to negotiate.

2. The selected variables that have traditionally been associated with teacher militancy should show a strong relationship to principals' desire to negotiate a local contract.

Rationale

The time factor was extremely important in a study of principals and negotiations in Michigan. The opportunity to study teachers as they organized for negotiations has essentially been lost. The original impetus for negotiations has passed and it has become accepted practice in almost all the school districts in Michigan. The ability to look at this change as it may take place still existed for principals and also for teachers and principals in some other states.

The fact that literature on the variables effecting the organization of principals for negotiations was extremely limited makes it necessary to make an assumption. That assumption is that the information related to teachers negotiations may, at least in part, apply to principals as well. If this assumption was shown to be false, it would call into question further investigation into the presence of cause and effect relationships between the predictor and criterion variables in this study. Although this study did not attempt to explain cause and effect, it will attempt to point the way and

refine the conditions under which additional studies might be conducted.

There are several reasons to feel that this assumption of transferability was valid. The population of principals is drawn almost entirely from the population of teachers. A principal must have served what could be considered an apprenticeship as a teacher. As the job of principal evolved from the concept of a master teacher, the principal's position has traditionally been seen as an extension of the teacher's position. Even with the separation of teachers from administrators in Michigan and elsewhere, the principal has found himself in the middle rather than a full-fledged member of the administration.

The principal, unlike most administrators, spends the majority of his time working directly with and for teachers. The principal's job does not isolate him from teacher's problems but actually magnifies them because of their extreme importance to the success of his job. In many systems even his salary was based on the success of the teacher-board negotiations.

Until recently in Michigan both the teachers and principals were members of the same state educational association. The majority of teachers and principals belonged to the Michigan Education Association, which saw itself as an organization representing

a cross-section of the educational community. The writings of the presently independent principals associations indicate that they have not yet resolved the question of their relationships with teachers.

The variables used in the original questionnaire have varying degrees of acceptance in the literature, although all have been seen as related to teacher militancy.

The studies using the MEA-NEA attitude study questionnaire give support to sex, experience levels, position, and participation in a strike as variables related to militancy--that militancy being defined as seeing the right to strike as necessary.

Because the mediation and fact-finding processes almost always precede a strike, there was good reason to believe that if having a strike has had an effect on the population, both mediation and fact-finding may also have had a significant effect. As strikes have been relatively rare in relation to the number of districts in the total population, a significant relationship with fact-finding or mediation may be much more useful.

The sex and position (elementary--secondary) variables seemed to have a good deal in common. All three research studies reviewed and the literature on negotiations indicated an important relationship for sex and position. It is possible that both variables are measuring a common factor. Because of the historic relationship

between females and elementary schools and males and secondary schools, it is quite possible that using both measures may be a redundancy.

Both the MEA-NEA study and the author-conducted study indicated that experience is important in evaluating the militancy of educators. Experience and age may have the same type of relationship as sex and position, because generally the more experience the person has had the older he will be. Because of the small number of exceptions, these two variables may also be measuring one factor.

Both the MEA-NEA study and the author-conducted study indicated that participation in an extreme action such as a strike was related to a militant attitude as defined by the question studied. For principals, because of their isolation from the negotiation process, the fact that they may have been a member of a negotiating team on either side of the table may be important. It was also reasonable to assume that having had a representative of the principals group on the negotiating team may have an effect on their attitude toward negotiations.

Although the state principals associations have been in ferment, they will continue to be the leaders in the direction the principals finally decide to travel. The non-member group

represents a power group within the profession, although not an organized one. If the independent principals have a common opinion concerning negotiations, it could have a profound effect on the ultimate position of the state associations.

As the independent state principals associations currently represent a majority of the principals in Michigan, they have had the responsibility to attempt to define the position of the associations toward negotiations. As an extension of this thought, the officers of the associations since 1965 should represent to a more intense degree the attitudes of their associations. This should be true of officers at the local, state, or national level, although the thrust at each level may not be equal. Both membership and holding office in a principals association would seem to be present reasonable predictor variables.

Because the principal was the acknowledged man-in-the-middle, both poles, the teachers and the administrators, tend to lead him in opposite directions. The extent of his identification with either extreme should give a fairly accurate indication of the principal's feelings toward negotiations. If both the administrators and teachers continue their polar reactions to negotiations, a resolution of the principals' problem should bring a greater identification with one of the two groups.

The economic circumstances of teachers has been one of the most pervasive variables mentioned in the literature. Educators have traditionally been undercompensated considering their training. The economic situation may well have a threshold effect. Individuals may see a certain monetary input as satisfactory, with any increase being of decreasing importance. For specific individuals this economic threshold may vary widely.

Although the increase in the number of teachers from blue-collar backgrounds has not been dramatic, the fact that there now seem to be more than 50% would indicate that this variable would be important. As the stimulus for negotiations in the public sector came through enabling legislation or executive order, the existence of a significant number in the population with a familiarity with collective bargaining may be more important than any increase.

The size of the district seemed to be especially important as it affects the attitudes of people within the organization toward the need for a formalized process of decision-making. As the school district increases in size, the members of the organization may either attempt to formalize and concentrate their relationships or attach themselves to whoever they perceive to be the real decision-makers.

The above discussion would indicate that there may exist a set of variables which have been assumed to be related to educator attitudes toward negotiations. These variables were:

1. Sex
2. Position (elementary--secondary)
3. Personal experience with extreme action
 - A. Strike
 - B. Fact-finding
 - C. Mediation
4. Experience in the profession
5. Age of the person
6. Experience with negotiations
 - A. Personal experience
 - B. Representative experience
7. Membership in a state principals association
8. Leader of a principals association
9. Identification with teachers or administrators
10. Economic position
11. Size of the educational unit
12. Background experience with collective bargaining.

Overview

In Chapter II of this study several areas of literature were reviewed for their contribution to a better understanding of possible factors relating to militancy in public education. This information was not consolidated in a single area. Therefore the review included several different sections in an attempt to incorporate as much important information as possible.

Within Chapter III the design of the project was presented. Included was a discussion on the sample and its relationship to the total project. Also included was information on the instrumentation used in the study and a presentation of the statistical hypotheses which were tested. In addition, there was a thorough discussion of the method of analysis used with the data collected.

In Chapter IV the analysis of the results of the study was presented. These results were discussed in detail with a feeling for their strengths and weaknesses.

With this outline in mind, the dissertation begins with a review of the literature.

CHAPTER II

REVIEW OF LITERATURE

Introduction

There were two primary problems that make a review of the literature in the areas of principals and negotiations difficult.

First, the idea that public employees might have the same rights to negotiations as their fellow employees in the private sector has only had acceptance within the last ten years. That principals and supervisors could and desired to take advantage of these same statutes is an even more recent possibility.

The passage of the Taft-Hartley Act in 1947 effectively destroyed the ambitions of foremen and supervisors in the private sector for negotiations rights equal to the employee on the line.¹

The act was passed in response to vigorous organizational activity by the labor unions. As the activity now taking place in the public sector approaches the level of activity at the time of the

¹Charles T. Schmidt, Jr., "The Question of the Recognition of Principals and Other Supervisory Units in Public Education Collective Bargaining," Labor Law Journal (May, 1968), p. 284.

Taft-Hartley Act, various legislatures may well be thinking of similar action. Whether statutes such as this are enacted may well depend on the attitude of the principals and the level of support generated by their organizations.

Secondly, the need for data on how principals feel about negotiations for themselves was not as important before the principal's legal right to negotiate was recognized. Before the passage of PA 379 in 1965, the level of negotiations activity in Michigan and throughout the nation was very low. Even since 1965 the focus has been on teacher-board relationships. The principal, his role in negotiations and need for organization has just recently become important to him. An article in a Michigan principals publication warns:

The gap between administrative levels is becoming more serious and might easily over-shadow the teacher-board breach.²

Brief Review of Negotiations History

The first significant attempt to resolve labor-employer conflict in the United States came in 1935 with the passage of the National Labor Relations Act, also known as the Wagner Act. Lieberman says of this act:

²Fritz Pinis, "No Place to Hide," The Michigan Elementary Principal, XXXXI, No. 1 (September, 1966), p. 4.

Without question, the Wagner Act was one of the most significant labor laws ever enacted in the United States. It was based in part upon the view that employer refusal to permit employees to organize and to bargain collectively with their employer through the organization of their own choice was a major cause of industrial conflict.³

It is interesting to note that passage of public employee legislation was a stimulus rather than a response to conflict. This was especially true in the area of public education.

TABLE I
NUMBER OF TEACHER STRIKES IN U. S.
BY SCHOOL YEAR

School Year	Number of Strikes
1960-61	3
1961-62	1
1962-63	2
1963-64	5
1964-65	8
1965-66	17
Total	36

Source: National Education Association, Urban Research Series (August, 1966), p. 3.

³ Myron Lieberman and Michael H. Moskow, Collective Negotiations for Teachers (Chicago: Rand McNally and Co., 1966), p. 68.

In the United States, forty-seven percent of the strikes by teachers occurred in the 1965-66 school year.⁴ (Table I)

The Michigan situation was one that was even more volatile. Public schools became the field for the definition of this new kind

TABLE II
EDUCATIONAL STRIKES AND SLOWDOWNS
IN MICHIGAN

School Year	Number of Strikes and Slowdowns
1965-66	
Teachers	9
All employees	11
1966-67	
Teachers	4
All employees	16
1967-68	
Teachers	43
All employees	52
1968-69	
Teachers	21
All employees	30

Source: Robert G. Howlett, in a speech given to a Federal Mediation and Conciliation Service Seminar in Atlanta, Georgia (January 23, 1969).

⁴National Education Association, Urban Research Series (August, 1966, p. 3.

of relationship. Strikes and slowdowns by teachers in Michigan show a dramatic increase since 1965. (Table II)

The decrease of teacher conflicts to 21 in 1968-69 was the result of more sophistication about the process of negotiations on both sides of the table. As Robert Howlett, Chairman of the Michigan Labor Mediation Board, said:

Collective bargaining in 1968 was vastly improved over that in which our mediators assisted in 1966.⁵

It is quite possible that this conflict in public education was in a developmental stage when PA 379 was passed in 1965. This statute may have only released feelings that were present under the surface for many years.

The Taft-Hartley Act of 1947 (Labor Management Relations Act) was passed by Congress because of the felt need for balancing of equities in the labor-management field. Whereas the Wagner Act strongly encouraged collective bargaining, the Taft-Hartley Act placed the government in a more neutral position.⁶

During the period from the Taft-Hartley Act to 1960 there was little movement toward negotiations in the public sector. In

⁵ Robert G. Howlett, in a speech given to a Federal Mediation and Conciliation Service Seminar in Atlanta, Georgia (January 23, 1969).

⁶ Lieberman and Moskow, Collective Negotiations for Teachers, p. 75.

1946 the Norwalk Teachers Association negotiated an agreement that was apparently the first collective agreement of an independent association.⁷ In 1957 the Norwalk teachers negotiated an agreement which contained an appeals procedure. This is thought to be the first agreement to provide an appeal procedure, negotiated under what is now called professional negotiations.⁸ At the time the Norwalk Teachers Association was affiliated with the NEA.

In 1961 President Kennedy appointed a special task force to study the problem of employee-management relations in the federal government. After receiving the report of the task force, President Kennedy issued Executive Order 10988 on January 17, 1962. This order guaranteed federal employees the right to join organizations of their choice.

This order (10988) was significant not only in federal employee relations but also, it stimulated interest in public employees throughout the United States.

Review of Negotiations in Education

The American Federation of Teachers was formed in 1916 on a platform of raising the standards of the teaching profession by

⁷T. M. Stinnett, Jack H. Kleinmann, and Martha L. Ware, Professional Negotiations in Public Education (New York: Macmillan Co., 1966), p. 7.

⁸Ibid.

securing the conditions essential to the best professional service.⁹

The AFT is affiliated with the AFL-CIO, which is a confederation of labor organizations.

The AFT was formed on a straightforward pledge to apply trade union methods of collective bargaining to education. As such, its attitude toward the inclusion of principals in its bargaining units has been negative. The Federation permits locals to decide on an individual basis whether to accept principals, but school superintendents, deans, and college presidents are prohibited from membership by the national constitution of the AFT.¹⁰

Several changes seemed to be in progress, especially in states such as Connecticut, where principals are specifically included under the law. Also, the Cleveland Federation of Principals and Supervisors voted to accept a new 1969 contract.¹¹ The CFPS represents about 200 of the 407 administrators in the system.

It is also interesting to see that union affiliation for principals may extend beyond the AFT. The Philadelphia School

⁹Michael H. Moskow, Teachers and Unions, University of Pennsylvania, Wharton School of Finance and Commerce, Industrial Research Unit (Philadelphia: 1966), p. 98.

¹⁰Lieberman and Moskow, Collective Negotiations for Teachers, p. 34.

¹¹Bureau of National Affairs, Governmental Employees Relations Report, No. 282 (Washington: January, 1968), p. B-10.

Principals Association recently voted to affiliate with the Teamsters. It was stated that affiliation with the Teamsters was chosen to open up lines of communication with the administration.¹²

The question of whether second-line administrators and supervisors should be admitted to membership has never been completely resolved by the AFT or its state affiliates. It would seem that they are leaving themselves open for movement in either direction. As more states allow negotiations for administrators, the Federation may become more aggressive in their organization of this group. This would seem especially true in states where separate administrative units are allowed.

The National Education Association was founded on the basis of a "professional organization." It sought to include all certificated employees of the school district in one organization. This organization was to further the improvement of the professional status of teachers.

Before 1966 the NEA was not very concerned with negotiations, and in fact, early in its history the NEA claimed that discussions of teacher salaries were "unprofessional."¹³

¹²Ibid., No. 280 (January, 1969), p. B-8.

¹³Moskow, Teachers and Unions, p. 94.

In 1962 the NEA passed a resolution which stated:

The National Education Association calls upon its members and upon boards of education to seek state legislation and local board action which clearly and formally establishes these rights for the teaching profession.¹⁴

This demand for more vigorous legislation in the area of negotiations marked the NEA's first real commitment to action in this area.

The 1963 resolution on professional negotiations contained a paragraph on methods of bargaining which was also included in the 1962 resolution. It stated:

Under no circumstances should the resolution of differences between professional associations and boards of education be sought through channels set up for handling industrial disputes. The teacher's situation is completely unlike that of an industrial employee. A board of education is not a private employer, and a teacher is not a private employee. Both are public servants. Both are committed to serve the common, indivisible interest of all persons and groups in the community in the best possible education for their children. Teachers and boards of education can perform their indispensable functions only if they act in terms of their identity of purpose in carrying out this commitment. Industrial-disputes conciliation machinery, which assumes a conflict of interest and diversity of purpose between persons and groups, is not appropriate to professional negotiation in public education.¹⁵

This reference to industrial methods is of interest mainly because it was not contained in the 1964 resolution.

¹⁴Stinnett, Kleinmann, and Ware, Professional Negotiations in Public Education, p. 11.

¹⁵National Education Association, Addresses and Proceedings, Vol. 101 (Washington: 1963), p. 465.

The 1964 through 1967 resolutions remained essentially the same. Within this period the national organization was in the process of trying to define its responsibilities to both its state and local organizations.

The 1968 resolution contained items which had never appeared before. These included binding arbitration for the grievance procedure, released time for negotiations, extension of negotiations to institutions of higher education, and the recommendation of negotiations for staffs of professional organizations.¹⁶

Possibly the most important clue to the attitude change of the NEA was a separate resolution which appeared for the first time in 1968. Under resolution 68-19, "Withdrawal of Services," it reads:

It (the association) recognizes that under conditions of severe stress, causing deterioration of the educational program, and when good faith attempts at resolution have been rejected, strikes have occurred and may occur in the future. In such instances, the Association will offer all of the services at its command to the affiliate concerned to help resolve the impasse.¹⁷

The NEA has always maintained support for an all-inclusive bargaining unit. In states where they have influence on the negotiations law the statutes have provided that all certificated personnel

¹⁶Ibid., Vol. 106 (1968), p. 526.

¹⁷Ibid., p. 527.

below the superintendent should be included in one unit. Although other states allow separate administrative and teacher units, Michigan has been unique in that the state education association and the administrators have sought complete separation.

State Negotiations Laws

Laws that govern negotiations in the public sector are not uniform. They differ in both the positions they cover and their labor orientation. These laws have come into being primarily in the last five years, and there is little doubt many more will come. A brief outline and review of the present statuses will illustrate the broad range of problems.

Alaska
(Alaska Statutes, 1962,
Title 23, sec. 23.40.010-
23.40.030)

The Alaska statute states that a political subdivision may enter into a labor agreement with an organization whose members furnish services to the subdivision. No provision of the statute would negate the possibility of a separate administrative unit.¹⁸

¹⁸National Education Association, Negotiations Research Digest, No. 1 (April, 1967), p. C-12.

California
(California Statutes, 1965,
Chapter 2041)

The California statute states that boards of education shall meet and confer with representatives of employee organizations, upon request. If more than one organization requests recognition, a committee shall be formed whose composition shall represent the same ratio as exists in employee membership. This would eliminate separate administrative units in most cases because of the small number of members involved.¹⁹

Connecticut
(Public Act 298 of 1965
as amended by
Public Act 752 of 1967)

The bargaining unit may be all-inclusive, representing all certificated professional employees below the rank of superintendent; or the employees may vote to form two separate units, one unit representing positions requiring a teaching or special services certificate and the second requiring an administrative or supervisory certificate.²⁰

¹⁹Ibid., p. C-13.

²⁰Ibid., Vol. 1, No. 1 (September, 1967), p. C-1.

Florida
(Florida Statutes Annotated,
Chapter 230, sec. 230.22(1))

The Florida statute allows county boards to recognize committees of certificated personnel when resolving problems concerning same. Committee members shall include all levels of instructional and administrative personnel. This law would make separate administrative units very difficult.²¹

Maryland
(Annotated Code of Maryland,
Section 175 of Article 77)

The Maryland statute specifies an all-inclusive unit representing all certificated professional employees except the superintendent and persons designated by the school employer to act in a negotiating capacity. The all-inclusive unit and provision for exclusive representation would limit separate administrative bargaining units.²²

Massachusetts
(Massachusetts Acts of 1965,
Chapter 763)

The Massachusetts statute mandates negotiations with a recognized organization. No direct definition of a bargaining unit

²¹Ibid., No. 1 (April, 1967), p. C-16.

²²Ibid., Vol. 1, No. 10 (June, 1968), p. C-1.

is given. It would be possible under this act to recognize separate administrative bargaining units.²³

Michigan
(Public Act 379, 1965)

The Michigan Statute gives employees the right to organize and bargain with their employers. The Hillsdale decision by the Michigan Labor Mediation Board interprets the term "employee" as including principals. Pending appeal, principals and supervisors have the right to form separate bargaining units.²⁴

Minnesota
(Minnesota Statutes of 1967,
Chapter 633)

This statute defines a teacher as any person below the rank of superintendent. Representation for more than one teachers organization is on a ratio basis. If a separate administrative organization were formed, they would very seldom have a membership large enough to be awarded a member on the negotiating committee.²⁵

²³Ibid., No. 1 (April, 1967), p. C-17.

²⁴Ibid., p. C-20.

²⁵Ibid., Vol. 1, No. 1 (September, 1967), p. C-3.

Nebraska
(Legislative Bill 485)

This statute gave certified school personnel the right to meet and confer with school boards providing that board will recognize the employee organization. If more than one organization petitions for recognition, the board shall recognize the organization which has enrolled a majority of the certificated employees for the preceding year.²⁶

New Jersey
(Chapter 303,
Laws of 1968)

The New Jersey statute mandates bargaining with appropriate units but does not define those units. In public schools the only exclusion is the superintendent or chief administrative officer of the school district. Subject to legal interpretation, the law would allow separate administrative units.²⁷

New York
(Chapter 392 of
Laws of 1967)

The New York statute requires public employers to negotiate with employee organizations which have been recognized. The

²⁶ Ibid., p. C-3.

²⁷ Ibid., Vol. 2, No. 3 (November, 1968), p. C-1.

law makes no exclusion of principals organizations nor excludes multiple bargaining units in one administrative subdivision. Principals could legally organize and bargain as a separate group subject to a negative ruling by a court.²⁸

Oregon
(Chapter 390
of 1965)

Under the Oregon statute the local school board shall certify an employee organization representing a majority of the certified personnel below the rank of superintendent. As only one organization may be recognized and this must be all-inclusive, this law would exclude separate recognition of principals.²⁹

Rhode Island
(Chapter 146
of 1966)

This statute specifically excludes principals and assistant principals from provisions of the act. Therefore principals may not organize and bargain under this act.³⁰

²⁸Ibid., No. 2 (May, 1967), p. C-1.

²⁹Ibid., p. C-6.

³⁰Ibid., p. C-7.

Texas
(No citation)

The Texas statute states that school trustees and their administrative personnel may meet and confer with teachers. This law is so weak that any administrative organization would seem difficult, although possible.³¹

Washington
(Session Laws of 1965,
Chapter 143)

The Washington statute provides for recognition of an all-inclusive bargaining unit which represents all certificated employees within the school district excluding the chief administrative officer. This law would not allow for separate administrative bargaining units.³²

Wisconsin
(Chapter 663,
Laws of 1961)

The Wisconsin statute provides municipal employees the right to organize and be recognized by their employers. The law

³¹Ibid., Vol. 1, No. 1 (September, 1967), p. C-6.

³²Ibid., No. 2 (May, 1967), p. C-9.

does not exclude any public school personnel. It would be possible to organize separate administrative units under this provision.³³

The Principal in Michigan

Since 1965 the winds of change have blown consistently across the principals of Michigan. In 1965 the Michigan Education Association, like its parent organization, the NEA, had taken the position that it should not become an organization representing only teachers. Both the Michigan Association of Elementary School Principals and the Michigan Association of Secondary School Principals were previously departments of the MEA. As departments they maintained their own officers and rules but were loosely associated with the other departments, including the Department of Classroom Teachers.³⁴

The original position of principals when faced with teacher-board negotiations was to withdraw. As attention was increasingly focused on this relationship, the principal saw his powers and responsibilities being eroded. Shils and Whittier comment on the problem:

³³ Ibid., p. C-10.

³⁴ Michigan Education Association Directory (East Lansing: 1965).

Obviously, the principal's prerogatives have been under fire and gradually whittled down by the negotiations. Too many districts have ignored principals and have not permitted them to participate or even to be consulted during the process of negotiations. Often principals are the last to learn about what happened at the bargaining table. The teachers are better informed and drop in to the principal's office and tell him about their new rights. Without adequate representation for principals on the negotiating team, items are negotiated which might make it impossible for the principal to do his job.³⁵

It became more apparent to the principals that they must take an active part in negotiations. Shils and Whittier, writing on the role of principals, said:

Principals have to be included since they will have to administer the contract in school and are in the best position of discounting the impact of demands on school administrators.³⁶

A Michigan school board president, writing in the Michigan Elementary Principal, stated:

The principal is an important man to have on your "team." Don't delegate him as an observer. If more than one is available, alternate them as resource persons and as members of the "team." Because of the unique position they occupy in the system they can contribute substantially to the whole problem of negotiation.³⁷

³⁵ Edward B. Shils and Taylor C. Whittier, Teachers, Administrators, and Collective Bargaining (New York: Thomas Crowell Co., 1968), p. 534.

³⁶ Ibid., p. 329.

³⁷ Jan Van Sweden, "The Principal--Negotiator or Observer?" The Michigan Elementary Principal, XXXXI, No. 3 (January, 1967), p. 10.

Recognition of the principal was also made by AASA in their book, The School Administrator and Negotiations:

If the principal and supervisor function as "bystanders" they will have minimum involvement in the negotiation process--perhaps none at all.

If representatives of principals and supervisors participate on the administrative team as regular members, they will be able to understand better what is going on.³⁸

If a hands-off attitude was not productive, what is the appropriate position? In the last two years many people have begun to feel that the emphasis on the principal as a member of the negotiating team was not the best method of protecting the rights of the principal. They felt that the principals must start to take a more positive position. Foskett and Wolcott, when reporting on a study of the self-images of elementary school principals, said:

At a time when the profession is asking for innovation in the instructional process and when the schools are being asked to strengthen the educational program, ambivalence regarding the role of elementary school principals may be unfortunate if it means that the capacities of principals cannot be fully utilized.³⁹

Principals were beginning to feel that they must define their roles and responsibilities without waiting for them to evolve out of

³⁸The American Association of School Administrators, The School Administrator and Negotiations (Washington: 1968), p. 39.

³⁹John M. Foskett and Harry F. Wolcott, "Self-Images and Community Images of the Elementary School Principal," Educational Administration Quarterly, Vol. 3, No. 2 (Ohio State University: Spring, 1967), p. 181.

teacher-board negotiations. The Advisory Board to NASSP's Status and Welfare Committee had called upon the NASSP to strengthen state and local principals associations.⁴⁰

At the same time people, such as Benjamin Epstein, who have written several articles on the principal's role in negotiations were saying:

Principals must make certain that state legislation gives them the right to bargain separately--a privilege they may never use. They must also demand their own grievance machinery for appealing decisions made by superiors, . . .⁴¹

Some people view the movement toward better organized principals associations with the same fear they had for teachers organizations. But others, such as Dr. James Dudley of the University of Maryland, see this as a normal progression toward a mature organization. Dr. Dudley states:

Less competent management personnel will view with alarm the developing autonomy and professional leadership of principals (just as less competent principals view with alarm the developing power of teachers), but higher administrators, who are superior in professional leadership, will welcome these developments as inherent in a maturing profession.⁴²

⁴⁰Education U. S. A., p. 133.

⁴¹Ibid., p. 133.

⁴²James Dudley, "The Elementary Principal--The Man in the Middle," reprinted from the Pace Setter, the magazine of the Maryland Department of Elementary School Principals (March, 1967).

This maturation process has taken a rather unusual direction in Michigan. It represented a situation where administrative departments of the Michigan Education Association, for various reasons, have seen fit to separate themselves and create independent associations. With this, the MEA has attempted to replace these departments with an Office of Administrator Services. This led to a situation where, by disregarding the AFT, there still exists competing principals organizations within a "professional association concept."

The public genesis of this situation could be traced directly to 1965 and the passage of Public Act 379, although 1964 brought statements that would seem to indicate concern on the part of the then administrative departments of MEA. The MAESP in a December 1964 resolution felt that agreements should include both teachers and principals:

That the MAESP pledge its full support to the development and promotion of written professional negotiation agreements which will include equal voting rights for all certificated personnel.⁴³

In a similar resolution the MAESP endorsed the need for continued assurance of their rights:

⁴³"Principals Endorse P. N. Agreements," Michigan Education Association Journal News, Vol. 42, No. 9 (December 15, 1964), p. 1.

In supporting professional negotiation agreements between boards of education and representatives of the teaching profession, the MAESP affirmed that should a board of education recognize a sole negotiating agency, the MAESP will continue to insist that all members of the teaching profession, including administrators, be assured of their democratic rights to participate in the formulation of objectives and goals.⁴⁴

In 1964 the MEA was trying to maintain itself as an all-inclusive organization. Dr. E. D. Kennedy, writing in the MEA Journal, stated that teachers and administrators can live in the same unit even though one of the parties is negotiating.⁴⁵ At the same time it was recognized that major changes would have to be made. A report on the March meeting of MAESP stated in an editorial:

Efforts to clarify the position of the elementary school principal within the Public Employees Relations Act were the major concerns of the nearly 1,000 elementary principals at the 40th annual conference.⁴⁶

The emphasis both within and without the principals organizations was cooperation. As Ralph Barr, President of MAESP, stated in an editorial:

⁴⁴"Principals Endorse P. N.," Michigan Education Association Journal News, Vol. 42, No. 17 (April 15, 1964), p. 4.

⁴⁵E. D. Kennedy, "The Role of School Executives," Michigan Education Journal, Vol. 43, No. 10 (January, 1966), pp. 18-19.

⁴⁶"Principals Seek Legal Tools," Michigan Education Association Journal News, Vol. 43, No. 18 (March 18, 1966), p. 2.

I am very sure that a great majority of those in education are professionally minded and that they realize that only through cohesion of effort can we attain our goals for boys and girls, as well as attaining our goals for those of us in the education field.⁴⁷

At the time the MEA had developed its "umbrella concept" and again Dr. Kennedy outlined the steps taken by his organization to resolve the conflicts:

An ad hoc committee composed of the presidents of MASA, MASCD, DCT, MASSP and MAESP met to evaluate steps that might be taken.

Six conferences were held around the state. Over 800 attended. It was the consensus of those present that every effort should be made to preserve a close relationship with one another.⁴⁸

During the latter part of 1966 both the elementary and secondary principals voted not to disaffiliate but both organizations felt that a restructuring of the MEA was necessary.

During this period the MASSP voted to become one state-wide district,⁴⁹ and the MAESP supported a proposal to provide negotiations for administrative units.⁵⁰

⁴⁷ Ralph Barr, "The Winds of Change," The Michigan Elementary Principal, XXXXI, No. 2 (November, 1966), p. 3.

⁴⁸ E. D. Kennedy, "Within the School Family," Michigan Education Journal, Vol. 44, No. 14 (December, 1966), p. 2.

⁴⁹ "Secondary School Principals Vote for Professional Unity," MEA News, Vol. 44, No. 16 (December 9, 1966), p. 1.

⁵⁰ "Principals Plan Referendum," ibid., Vol. 44, No. 27 (March 17, 1967), p. 1.

Within this time, the demanded restructuring never took place and the agitation for disaffiliation grew through 1967. At its December convention the MASSP formally voted to disaffiliate from the MEA.⁵¹ In January the MAESP Board of Directors recommended that because of the confusion of roles and responsibilities it would be best for both groups to work independently.⁵² During their 1968 convention, MAESP voted 494-44 to disaffiliate.⁵³

Even though these votes came within a short span of time, the statement by MAESP seemed to hold hope for better relations:

Even though this action may mark the end of an era, it is deeply hoped that it may mark the beginning of a mutually fruitful relationship of a different nature.⁵⁴

Joe White, President of MAESP, attempted to explain the reasons for disaffiliation in two editorials:

Administrator members of MEA were placed in the position of apparently supporting an association whose collective bargaining objectives in many local school districts collided with the principal's best interests and welfare. The situation has

⁵¹"MASSP Disaffiliates from MEA," ibid., Vol. 45, No. 17 (January 12, 1968), p. 1.

⁵²"Board Suggests Dignified Exit," Michigan Education Association Journal News, Vol. 45, No. 17 (East Lansing: January 12, 1968).

⁵³"MAESP Disaffiliates," ibid., Vol. 45, No. 23 (March 8, 1968), p. 1.

⁵⁴"Board Suggests Dignified Exit," p. 2.

resulted in the withdrawal from MEA of the superintendent's and secondary principal's associations as well as our own.⁵⁵

What's happening on the Michigan scene to the relationships between professional education associations is not the result of Act 379, not due to the activities of zealots on M. E. A.'s Staff, nor to the disaffiliation of M. A. S. A. from M. E. A. They are only focal points in the panorama of what's happening state wide, nationally, and globally in terms of broad social and political changes occurring at a bewildering velocity.⁵⁶

On May 23, 1968, the Michigan Association of Principals and Supervisors was established under the MEA.⁵⁷

Judging from publications and articles such as "School Board War on Administrators,"⁵⁸ it would seem that members of MAPS would be the most militant and most committed to negotiations for principals as a separate unit.

Letters to principals indicated that their platform advocated a strong position. As one letter said:

The Public Employees Relations Act does permit the organization of administrator units for negotiating purposes. School principals share with teachers an identity

⁵⁵Joe White, "President's Message," The Michigan Elementary Principal, XXXXII, No. 4 (March, 1968), p. 3.

⁵⁶Joe White, "A Decision in the Making," ibid., XXXXI, No. 5 (May, 1967), p. 3.

⁵⁷"MAPS Endorsed," MEA News, Vol. 45, No. 34 (June 7, 1968), p. 1.

⁵⁸Michigan Education Association, School Boards War on Administrators (Letter from Office of Administrator Services, 1967).

of purpose--the improvement of education and of the well-being of educators--and should also take advantage of the opportunity provided them, as well as teachers, under negotiations law to utilize fully their leadership role in the improvement of the profession and its conditions of employment.⁵⁹

In March of 1969 a pair of resolutions was presented to the Michigan Education Association's Representative Assembly. Proposal X sought to establish a Michigan Association of Principals and Supervisors (MAPS) within the MEA and create MAPS districts. It also deleted the confusing language concerning administrative membership in districts where no MAPS chapter existed or where they were excluded from the local teachers association. MAPS membership was separated from the normal MEA membership. Proposal Y duplicated proposal X in its handling of structure and membership, but it included a section which gave MAPS voting representation on the MEA Board of Directors.

Both proposal X and proposal Y were tabled at the Representative Assembly until the fall of 1969. The MAPS office is currently under the field director's office in the MEA. As of June, 1969, it had no separate staff representatives.

With the recent action by the MEA Board of Directors dissolving the separate staff program for higher education, it would

⁵⁹ Office of Administrator Services, The Principal and PA 379 (East Lansing: Michigan Education Association, 1967), p. 2.

seem the MEA is moving toward a program concentrating on K-12 teachers. If this trend is consistent, the Fall Representative Assembly will not likely adopt any proposal that will provide service to administrators. It is more likely the MEA will seek an accommodation with the existing principals groups in order to be in a position to move if the present situation changes.

The addition or deletion of a principals association affiliated with the MEA will ultimately have an effect on the extent to which negotiations for principals takes place. Although the literature would indicate a polarization of principals organizations, it is simply too early and too confusing to predict a definite direction for either organization, assuming both organizations survive.

The position of the principals in Michigan is just in the process of being formed. This position definitely will be changed and unique. The attitude of individual principals toward negotiations for their local associations will without doubt have an effect on the position of their state associations.

The Hillsdale Case

An event which has had the most profound effect on the thinking of principals in Michigan is the Hillsdale Case. The case arose when the Hillsdale Community Schools Principals and

Supervisory Association sought recognition as a bargaining agent under PA 379. The school board opposed this recognition on four grounds that were outlined in their brief before the Labor Mediation Board: (1) supervisors and executives have no rights to collective bargaining under PERA (Public Employees Relations Act); (2) assuming, arguendo, that PERA allows such rights to principals and other supervisors, this Board (Labor Mediation Board) should deny such rights as a matter of public policy; (3) the proposed unit is inappropriate because it contains six staff specialists who are supervised by seven principals, also included in the unit; and (4) PSA (Hillsdale Principals and Supervisors Association) may not be certified as exclusive representatives of principals and teachers' supervisors, since it is affiliated with the state organization (MEA), which is the parent organization of many teacher organizations, including the organization of teachers in the petitioner's district.⁶⁰

The case was heard before a trial examiner and at a full hearing before the State Labor Mediation Board. That Board held the following with respect to each of the issues: (1) a unit of supervisors properly falls under PA 379; (2) the board (Labor Mediation

⁶⁰ Decision and Order in the matter of Hillsdale Community Schools (employer) and Hillsdale Community School Principals and Supervisory Association (petitioner) and Michigan Education Association (special intervenor) (December, 1968), pp. 2-3.

Board) has no right to find contrary to the intent of the legislature; (3) the combination of principals and supervisors was an appropriate unit; and (4) principals should have free choice as to the appropriate organization to represent them.

The Hillsdale decision has had the effect of focusing attention on the principal's right to negotiate in separate units. This question will become more important as negotiations move toward more mature relationships both in Michigan and in other parts of the United States.

Causes of Unrest

One of the central purposes as outlined was to explore the relevance of several well-argued causes of conflict in public schools to principals in the State of Michigan. Although there is little empirical support for any causal factors related to public school militancy, there seems to be some agreement in the literature as to proposed causes.

Moskow, in his book on negotiations, cites three main areas of conflict: (1) conflict over the allocation of funds; (2) conflict over the rules that govern the employment relationship of teachers; and (3) conflict over the professional function of the teacher.⁶¹

⁶¹Moskow, Teachers and Unions, p. 2.

Almost all writers in the negotiations area eventually comment on the causes of turmoil. These comments fell into the three general areas cited above.

The first area, allocation of funds, is usually a prime area of discontent. Doherty and Oberer saw salaries as one of the most important problems:

A male teacher with family obligations has but three ways to react to the low income his occupation provides. One is to quit teaching, and as we have seen, many do. Another is to become reconciled to a lower standard of living than other professional groups enjoy, and apparently a great many teachers have accepted this lot. A third way is to take another job, to "moonlight," and male teachers do this to a greater extent than any other occupational group in our society.⁶²

It should be pointed out that, in light of the recent activity in Michigan, there would seem to be a fourth alternative--that alternative being collective negotiations.

Stinnett, Kleinmann, and Ware claim that salaries are one factor but the total lack of commitment to education is another.

Under "Causal Factors," they say:

It is obvious that teachers have increasingly taken the position that they will no longer rely solely upon boards and legislatures for adequate remuneration, but will themselves become vigorously involved in the search for economic justice.

⁶²Robert E. Doherty and Walter E. Oberer, Teachers, School Boards, and Collective Bargaining: A Changing of the Guard, New York State School of Industrial and Labor Relations (Ithaca: Cornell University, 1967), p. 15.

As an integral part of their search for economic justice, teachers have grown increasingly bitter at the neglect of schools by our affluent society.⁶³

It is obvious that with the increasing reluctance of local taxpayers to vote additional taxes, and the fear seen in legislators of increasing revenue at the state and national levels, we may not soon see an end to conflict in this area.

The second area of conflict was employment relationships. It had no easy answers. It involved many groups and it touched many vital points.

Class size and the problems it brought provided a good example of an issue that involves these relationships. Doherty and Oberer said that class size was the number one priority for negotiations in a survey of elementary and secondary teachers.⁶⁴

The MEA Model Contract which was distributed to all local MEA units contained a fairly strong section on class size,⁶⁵ and a recent review of 480 of the Michigan contracts indicated that 286 of

⁶³ Stinnett, Kleinmann, and Ware, Professional Negotiations in Public Education, p. 4.

⁶⁴ Doherty and Oberer, Teachers, School Boards, and Collective Bargaining: A Changing of the Guard, p. 20.

⁶⁵ Michigan Education Association, MEA Sample Professional Agreement 1967-70, pp. 10-11.

the contracts contained some reference to specific class size numbers.⁶⁶ This research report included MFT contracts.

An even more relevant contract provision was the grievance procedure. The MEA contract review indicated that 465 out of 480 school districts had some kind of grievance procedure and that 202 had binding arbitration.⁶⁷

Another cause which would fall in this second area was the trend toward larger school districts. Speaking on this subject, Lieberman and Moskow said:

Also, the sense of personal participation in policy making is easily lost in a large school system. This loss creates the need for mechanisms by which large numbers of teachers can influence policy or express their views effectively.⁶⁸

And Moskow comments about large districts:

Apparently the merging of small school districts in order to obtain economics of scale has the added result of further separating the classroom teacher from the decision makers in the district.⁶⁹

This trend toward larger districts has not ended, at least in Michigan. All major segments of the educational community are

⁶⁶ Unpublished analysis of 480 1968-69 Michigan Contracts by the Michigan Education Association Research Division.

⁶⁷ Ibid.

⁶⁸ Lieberman and Moskow, Collective Negotiations for Teachers, p. 59.

⁶⁹ Moskow, Teachers and Unions, p. 4.

including in their legislative programs a recommendation for greater consolidation of existing school districts.

The trend to larger districts may increase the likelihood of formal bureaucratic models being instituted in the districts. This results in a greater distance between individuals and the real decision-making power. Although there are several proposals for altering this bureaucratic situation, most large organizations in education have had little success in this area. As the lack of decision-making becomes evident to the participants, they tend to formalize and consolidate what little power remains or attach themselves in some manner to the real decision-makers.

The third area of conflict concerned the professional function of the individual. This problem is probably the most difficult to solve through negotiations. It is a problem that does not exist to the same degree in the private sector--first because there is little lay control or public control over areas of decision-making, and secondly because there are few professionals who come under collective bargaining agreements outside of education.

It is difficult to separate this area of conflict from the second area, employment relations. Many might say that the employee-employer relationship automatically negates calling a teacher a professional. Although this may be true, many of the

master agreements written in Michigan have attempted to deal with the problem of professional function.⁷⁰ As long as teachers see professionalism as a goal, it will have to be taken into account when dealing with local teacher associations.

It is questionable whether writing such provisions into a collective bargaining agreement will increase the flexibility of the individual teacher. Whatever the eventual outcome, it would seem the teachers of Michigan are committed to this course.

Although many of the proposed causes of unrest in education were concerned with areas of conflict, several others have been regarded as making a contribution. This second set of factors relates more to the background of the individual or to the position the person presently occupies.

The sex differences among teachers is one of the most commonly offered variables in teacher militancy. Lieberman and Moskow point out that the percentage of men in the teaching ranks has risen from 16.6% in 1930 to 31.4% in 1964.⁷¹ Teaching for

⁷⁰MEA Sample Agreement, pp. 3-23.

⁷¹Lieberman and Moskow, Collective Negotiations for Teachers, p. 22.

women has traditionally provided a second income. In 1965-66 only 21.8% of the Michigan female teachers were unmarried.⁷² As the percentage of men increases, the concern for adequate compensation becomes more important because men are more often the exclusive wage earners in the family. It was quite possible that as salaries and economic factors became primary reasons for negotiations, the relative importance of the sex difference would increase. Doherty and Oberer also indicated that the increase of males in the teaching profession may be the most important factor for the purposes of their study of negotiations in education.⁷³ This was especially true because of the increases in the elementary and junior high schools.

Another often-mentioned cause of militancy in education was the increase of teachers who came from blue-collar, rather than white-collar, backgrounds. In 1957 the proportion of teachers whose fathers were blue-collar workers was 47%.⁷⁴ In 1961 that percentage had increased to slightly more than 50%.⁷⁵ This type

⁷²Michigan Education Association, Michigan Public School Teacher 1965-66 (1967), p. 32.

⁷³Doherty and Oberer, Teachers, School Boards, and Collective Bargaining: A Changing of the Guard, p. 20.

⁷⁴Ibid.

⁷⁵Lieberman and Moskow, Collective Negotiations for Teachers, p. 22.

of teacher might bring to the profession a much greater experience with and orientation to collective bargaining as a reasonable and successful method of resolving disputes which occur in some form in every work situation.

At the present time there is almost no data on variables that affect the need for and the attitude toward negotiations. The information that does exist is related to teacher-board negotiations.

Three recent attempts to define and delineate variables affecting negotiations have been completed. The first study was done cooperatively by the Michigan Education Association and the National Education Association.⁷⁶ A random sample of Michigan teachers in MEA districts were asked to respond to a questionnaire concerning their expressed attitudes toward their involvement and knowledge of a broad range of items that have been negotiated at the local level. In addition, several questions were included dealing with questions such as, "In your opinion is there some distrust between your local association and the local school board?" A second random sample was taken and ran concurrently with the first sample. This second population consisted of districts where an impasse had delayed a school opening since 1965. The second

⁷⁶Michigan Education Association, A Survey of Teacher Attitudes Concerning Negotiations (1968).

sample received the same questionnaire. The response rate for both groups was good: 81% and 80% respectively.

The question of most interest was, "Do you believe the right of teachers to strike is necessary to the negotiating of satisfactory agreements?" Although the question is not directly concerned with negotiations as a process, it did give some indication as to the depth of commitment to collective bargaining in the schools.

On the question of the right to strike, a chi-square analysis revealed that there was a significant difference at the .05 level, 1 degree of freedom, between males and females who responded yes definitely and no definitely. Males overwhelmingly felt that the right to strike was necessary, while females overwhelmingly felt it was not necessary. The chi-square was 48.92.

When elementary and secondary answers were compared, it was found that more elementary people felt that the right to strike was not necessary while more secondary people felt it was necessary. This relationship was significant at the .05 level, 1 degree of freedom, with a chi-square of 11.46. In light of the first relationship discussed, the elementary-secondary relationship seems reasonable and may well be a product of the same variables. This is true because of the greater number of females in elementary and males in secondary. This question might well be probed in a later

study by taking a look at males and females by grade or division level.

A third analysis looked at the teaching experience of the teacher in three categories: 1 to 5 years, 6 to 15 years, and 16 years or more. A chi-square analysis of the 2×3 table produced a chi-square of 31.13. This was significant at the .05 level with 2 degrees of freedom. There was no difference between the first and second levels of experience, as both had the same distribution of responses. Both experience levels felt the right to strike was necessary. The third level of experience had the opposite distribution, with a greater number of respondents feeling the right to strike was not necessary.

An additional analysis was done on the previous question using the entire response populations of the impasse and non-impasse groups. This relationship was significant at the .05 level, 1 degree of freedom, with a chi-square of 31.85. It would seem that two variables may be operating here. The general population of teachers in the impasse schools may be different and the experience of going through a strike may have altered their attitudes.

The second study in this area was conducted by the author with members of the Michigan State University Extern Program.⁷⁷

⁷⁷ Benson Munger, unpublished study of the Michigan State University Extern Program, 1969.

Several of the questions from the MEA-NEA study were used, including the question on the teachers' right to strike. Although only two-thirds of the participants are principals, with the others being primarily central office personnel, the data might give clues for future investigation.

Again, looking at the question regarding the teachers' right to strike, there is a significant relationship between the answer and whether the respondents were male or female. The chi-square is 4.11, significant at the .05 level, 1 degree of freedom. Although more respondents in both categories felt the right to strike was not necessary, the female category had only one exception to that response. In the male category the responses were fairly evenly divided.

When comparing experience levels, the 1 to 5 year and 6 to 15 year categories were combined in order to obtain an expected frequency with high enough values. The chi-square for this relationship was 2.48, which was not significant at the .05 level with 1 degree of freedom, although it is significant at the .20 level with 1 degree of freedom. There was some indication that this line of investigation should not be dropped because of this information.

The total population of externs was compared to both the impasse and non-impasse teacher populations. Again the question

of the necessity of the right to strike was the part of the questionnaire used in the analysis. There was no significant difference between the externs and the general teacher population, with a chi-square of 1.70, although a majority of both groups felt the right to strike was not needed. With the impasse teacher population a chi-square of 7.89 indicated a significant difference at the .05 level with 1 degree of freedom. A large majority of the impasse population felt the right to strike was necessary, while the externs were fairly evenly divided on the question.

The third study was an unpublished dissertation by Patrick Carlton which looked at the attitudes of instructional personnel in North Carolina toward collective negotiations.⁷⁸

In spite of the fact that the study dealt mainly with teacher-board negotiations, there were two groups of principals included in the sample.

Two measures of attitudes were used in the study, (1) an author-constructed collective action scale using Likert-type items to elicit attitudes toward collective action by teachers, and (2) the Kerlinger and Kaya Education Scale I, using Likert-type items to

⁷⁸Patrick W. Carlton, "Attitudes of Certificated Instructional Personnel in North Carolina Toward Questions Concerning Collective Negotiation and 'Sanctions,'" (unpublished Ph.D. dissertation, University of North Carolina, at Chapel Hill, 1966).

measure factors relating to Progressivism and Traditionalism. The analysis used was both Pearson-Product Moment correlations and two-way analysis of variance.

There were several useful conclusions drawn from the study. There was a significant difference between male and female principals, with males scoring higher on the collective action scale. ($\alpha .01$). The reasons for these differences were said to be the greater economic security of the principals and their recognition of additional administrative problems. It would seem that economic security would have little influence as the questions pertained to teacher-board negotiations. A better measure of relative economic security would be to focus the principals' attention on their own negotiation position.

Summary

Negotiations for public employees has been a very recent development which has had a profound effect on education, its direction and its style. The private sector has had a long history of collective negotiations including several significant laws such as the Wagner Act and the Taft-Hartley Act. Although private sector negotiations had great impact on the economy, the swiftness of implementation in the public sector has caused a great deal of turmoil and uneasiness.

In 1957 the Norwalk Association negotiated a master contract with their board of education. From that time there has been a heavy increase in both the scope and amount of collective negotiations with public employees. The issuance of Executive Order 10988 by President Kennedy in 1962 stimulated interest by public employees, especially outside education.

States such as Wisconsin have had negotiations laws since the early 1960's, but they seldom explored the possibilities these laws held. In 1965 several states passed laws giving public employees the right to bargain with their employers. In some states this law applied only to teachers and other so-called professional employees. 1965 was the year Michigan passed Public Act 379. Because Michigan moved so rapidly in adopting this process, it became the focal point for many of the personnel relations problems in education.

Much of the stimulus for negotiations in education came from the competition between the National Education Association and the American Federation of Teachers. The AFT had organized itself for the express purpose of applying the private sector collective solutions to education. The NEA for many reasons, including its strong ties to administrators, had traditionally taken a strong stand against trade union methods. As many other states

passed negotiations laws, several state associations moved to accept collective negotiations as a tool to achieve goals that they wanted. These various state associations had an influence on the NEA and it became more interested in the negotiation process.

The movement by the NEA has caused the differences between the AFT and the NEA to become blurred. This has been especially true in Michigan, where the entire state is committed to negotiations for resolution of their problems.

Several states currently have legal machinery which allows principals to negotiate either individually or as a part of the teachers' group. There is increased interest in the use of collective bargaining by middle management in education. Although at the present time there is little activity, the direction and intensity of future movement in the area will depend on the acceptance of the initial attempts. If the first contracts are successful and improve the position of principals and supervisors, there will be greater pressure to change the legal situations. New laws that are contemplated will be written to include provisions for principals and attempts will also be made to change existing laws to accommodate the needs of principals.

The principals in Michigan have become more active because of some very unusual situations. As the teachers of

Michigan moved into full-scale negotiations the relations between the MEA and the administrator associations became strained.

Although the MEA tried to maintain itself as an all-inclusive organization, during the school year 1967-68, both the elementary school principals association and the secondary school principals association voted to form associations independent of its prior parent organization.

In 1968 the Michigan Labor Mediation Board solidified the right of principals and supervisors to negotiate as a separate unit. In this decision it was also affirmed that principals should have free choice as to the appropriate organization to represent them.

The causes of unrest in public education have not been explored systematically, but there is direction from some of the writers in the area of negotiations and from the few exploratory studies that have been conducted.

Many writers, such as Doherty and Oberer and Stinnett, Kleinmann, and Ware, indicate that salaries are an important factor in the militancy of public employees. Also, this economic factor is more extensive than just salaries. It extended to many other areas such as class size, released time, and other contract items which have a monetary element.

Several writers indicated that the increasing size of school districts has been and will continue to be a significant factor in the changing school personnel relationships.

A change in the distribution of teachers by sex was mentioned as a cause of changes in the schools. Other indications of the importance of this variable were picked up in a later analysis of research studies.

Three recent research studies were reviewed. The first, by the MEA-NEA, studied teachers' attitudes toward negotiations. On the question of the teachers' right to strike there was significant difference ($\alpha .05$) between males and females, with males feeling it more necessary. There was a significant difference ($\alpha .05$) between elementary and secondary teachers, with the secondary people having a higher proportion of yes responses. There was also a significant difference ($\alpha .05$) between levels of experience, with the highest level seeing the right to strike as not necessary and the other two levels seeing it as necessary.

In addition, the population of teachers who had undergone the experience of a strike in their district differed significantly ($\alpha .05$) from the general teacher population.

The second study was conducted with the Michigan State University Administrative Externs, using several questions from

the previously cited MEA-NEA study. Using the question of the teachers' right to strike and a significance level of .05 with a chi-square analysis, there was a significant difference between males and females. The males saw the right to strike as necessary. When experience levels were compared there was no significant difference, although there seemed to be a logical trend in the data that would indicate this variable is worth looking at in other ways.

The third study was an unpublished dissertation by Patrick Carlton at the University of North Carolina. His study dealt with the attitudes of North Carolina school personnel toward negotiations. At the .01 level using a t-test, there was a significant difference between males and females on an author-constructed collective action scale. This was another indication of the importance of the sex variable.

The need for change has become evident only recently. The principals in many states have the motivation to use the process of negotiations to improve their situation. If this pressure becomes intense, it could have as much or more effect on education as the changes that have occurred through teacher negotiations.

CHAPTER III

RESEARCH METHODOLOGY

Population

The population for purposes of this study was comprised of the elementary and secondary school principals in Michigan school districts. This population was limited to school districts with five (5) or more principals on the staff.

The operational definition of this population was the above defined principals listed in the Michigan Education Directory and Buyer's Guide 1968-69.¹ This guide was used as the basis for definition of the population because it represented a fairly complete and objective method of obtaining a listing of Michigan principals. The present state of the membership lists of various principals organizations is such that a complete list would be very difficult to obtain. In addition, this type of list would exclude any non-affiliated principals.

¹Michigan Education Directory and Buyer's Guide 1968-69, Michigan Education Directory (Lansing: 1968).

The total number of principals in districts with five (5) or more principals on the staff is two thousand six hundred and fifteen (2615). This represents two hundred and nineteen (219) school districts. These school districts were placed in four (4) strata on the basis of school district population.

The strata are listed on the following page.

Sample

The sample was randomly drawn from each stratum such that the total for all strata would equal the total sample size. A table of random numbers was used for the sampling process. Principals were samples as individuals and without replacement.

The strata, seen as a percentage of the total population, was as follows:

	<u>Number of Principals</u>	<u>% of Population</u>
Stratum I	290	11.09
Stratum II	392	14.99
Stratum III	522	19.96
Stratum IV	1411	53.96
	<hr/>	<hr/>
	2615	100.00

Stratum I²

Detroit

Stratum II
(20, 000 students and over)

Dearborn
 Flint
 Grand Rapids
 Lansing
 Livonia
 Pontiac
 Saginaw
 Warren
 Wayne

Stratum III
(10, 000 - 19, 999 students)

Ann Arbor	Midland
Battle Creek	Muskegon
Bay City	Port Huron
Benton Harbor	Portage
Birmingham	Roseville
East Detroit	Royal Oak
Farmington	Southfield
Garden City	Taylor
Grosse Pointe	Utica
Jackson	Walled Lake
Kalamazoo	Waterford
Lincoln Park	

Stratum IV
(Less than 10, 000 students)

196 school districts

²Detroit was used as one stratum because of its size in relation to other school districts.

Sample Size

The overall sample size was determined by specifying a precision of 5% and a confidence interval of .95. Using a $p = .5$ and $q = .5$ as the most conservative estimate, the following equation was solved for n :

$$1.96 \sqrt{1/4 n} = .05^3$$

$$n = 384$$

This sample represents more than 5% of the population and therefore the finite sample correction was used to correct the sample size.⁴

$$\frac{2615 - 384}{2614} = 85.35$$

$$(85.35) 1.96 \sqrt{1/4 n} = .05$$

$$n = 280$$

³ Mary Ellen McSweeney, "Summary of Selection Procedures for a Stratified Cluster Sample" (unpublished notes).

⁴ Finite sample correction = $\frac{N - n}{N - 1}$

where N = the population size
 n = the sample size

This sample is distributed over the strata as follows:

	<u>%</u>	<u>Number in Sample</u>
Stratum I	11.09	31
Stratum II	14.99	42
Stratum III	19.96	56
Stratum IV	53.96	151
	<u>100.00</u>	<u>280</u>

The subjects were contacted by mail. Each request contained one copy of the questionnaire, a cover letter explaining the nature and purpose of the study, and a stamped envelope addressed to the investigator. At the end of two weeks a follow-up letter was sent to all non-respondents. This letter also included a cover letter, an additional copy of the questionnaire, and another stamped envelope with a return address. A copy of all correspondence can be found in Appendix A.

As outlined in a previous section, the total random sample contained 280 subjects. The total response was 257, for a response rate of 92%. Of that total there were 12 responses that for various reasons, such as incomplete responses, were not usable. This gave a usable response rate of 89%.

TABLE III
RETURN RATES BY STRATUM

Stratum	Number Returned	Number in Stratum	Return Rate
I	25	31	81%
II	37	42	88%
III	52	56	93%
IV	143	151	95%

Instrumentation

The instrument used in the study was one that was developed in the absence of any known alternative. It was not designed to measure any underlying scale of attitudes toward negotiations. It was constructed to gather both data on the selected predictor variables and the expressed opinions of the subjects toward the principals' right to negotiate and their desire to negotiate a local contract.

The first part of the questionnaire dealt with demographic data on each respondent. Several demographic items were straightforward and would be found in most standard questionnaires. Other items cover areas which were specific to and unique to this particular

situation. These questions were developed from the review of the relevant literature in the area of negotiations for public educators.

Several of the demographic items were reconstructed because of information about principals found in a study by the Michigan Association of Elementary School Principals.⁵ For instance, when the experience item was originally constructed it contained six separate categories. Because of the distribution found in the MAESP study, it was decided to reduce these categories to three. It was also decided that some items, such as degree held, should be eliminated.

The second part of the questionnaire contained two criterion questions which dealt with the problem of negotiations for principals. This central problem was treated from two different points of view. The first related to the expressed attitudes toward the right of principals to negotiate. The second related to the expressed attitude toward negotiations in their own school districts. The first question was general in nature and the second was specific to the local district.

The predictor variables used in the study were:

⁵Michigan Congress of School Administrator Associations, 1968-69 Salary Survey (March, 1969).

1. Experience in the job
2. Age of the subject
3. Sex of the subject
4. Administrative position
5. Membership in a state principals association
6. Participation in teacher-board negotiations (3)
7. Current economic position
8. Holder of association office
9. Non-normal district negotiations
 - a. Mediation
 - b. Fact-finding
 - c. Strike
10. Parents member of a labor union
11. Identification with teachers or administrators (2)
12. Size of the subject's district.

Research Hypotheses

1. The selected variables that have been traditionally associated with teacher militancy cannot account for a percentage of variance that is significantly greater than zero when used to predict the principals' responses to the question of their right to negotiate.

2. The selected variables that have been traditionally associated with teacher militancy cannot account for a percentage of variance that is significantly greater than zero when used to predict the principals' responses to the question of their desire to negotiate a local contract.

Analysis

The analysis of the data in this study was through the use of two basic statistical procedures. The first was factor analysis, which was used primarily as a descriptive procedure, and secondly, multiple regression analysis, which was primarily a predictive procedure.

The factor analysis was the standard factor analysis program available through the Computer Institute for Social Science Research at Michigan State University. The analysis chosen was a principal components analysis with factor cut-off at eigenvalues less than 1.00. Two rotations were computed with rotated factor loadings given for each rotation. The two rotations were quartimax and verimax. This analysis should produce an intercorrelation matrix, a factor loading matrix for all variables and all factors, a table of eigenvalues, and tables of rotated factor loadings for all variables with an eigenvalue greater than 1.00.

Two separate types of multiple regression analysis were used. Both were standard computer programs available at Michigan

State University through CISSR. The first is a least squares add program which produces a table of simple correlations for all variables and a multiple regression coefficient using all variables. The second program is a least squares delete which starts with all variables to compute a multiple regression coefficient and then proceeds to delete variables that do not meet the predetermined significance level. The multiple regression coefficient is given after each variable is deleted.

The factor analysis was used in order to logically reduce the number of variables that would have to be dealt with in the multiple regression analysis. The intent was to choose the variable in each significant factor with the highest loadings that also loaded near zero on all other significant factors--the significance of a factor being determined by having an eigenvalue greater than 1.00. This n set of variables was then to be used as the variables in the multiple regression program. There is support from Kaiser⁶ for using an eigenvalue of 1.00 as a cut-off point in the factor analysis. An eigenvalue cut-off cannot be considered a significance

⁶Henry R. Kaiser, "Comments on Communalities and the Number of Factors," paper read May 14, 1960, at an informal conference on "The Communality Problem in Factor Analysis," held at Washington University at St. Louis, and sponsored by Professor Philip H. DuBois.

test but can be thought of as attempting to limit the number of factors to factors with the greatest possible exclusion of error variance.

There were several points of reference used during the analysis. These points are outlined below:

1. The factor analysis was intended to achieve parsimony in the data. There should be a set of factors which numbers less than the total number of variables. Each of these factors should be of some importance. The variables that comprise each factor should be logically related.
2. One variable from each factor should have the highest factor loading on that factor with near zero factor loadings on all other factors.
3. A multiple regression analysis using all variables should provide multiple regression coefficients (R) which account for a reasonable amount of variance (R^2).
4. Using the subset of variables identified through factor analysis, a multiple regression analysis should provide a multiple regression coefficient (R) which accounts for a reasonable amount of variance (R^2) in relation to the amount of variance accounted for using all variables.
5. Using a least squares delete program of multiple regression analysis, the multiple regression coefficient (R) with

variables that produce significance at the .05 level should account for a reasonable amount of variance (R^2).

6. The amount of variance accounted for (R^2) after each variable is deleted should show very little decrease.

Summary

This study was conducted using a two-page questionnaire with sixteen predictor variables and two criterion variables. The questions were mainly demographic in nature and represented areas that the literature on negotiations has represented as being related to militancy in education. (See Appendix A.)

A sample of 280 elementary and secondary principals was randomly drawn from the total Michigan principal population of 2615. This population represents school districts with at least five (5) principals on the staff. The sample was stratified on the basis of size of the school district. Stratum I represented Detroit. Stratum II represented districts with 20,000 students or more. Stratum III represented districts with 10,000 to 19,999 students. Stratum IV represented districts with less than 10,000 students.

Each subject received an initial questionnaire and a follow-up letter if they had not replied within two weeks. Both pieces of correspondence contained a cover letter, a questionnaire, and a

stamped, addressed envelope. There was a total response rate of 92% (257), with a usable response rate of 89% (245).

A factor analysis was used to bring parsimony to the data by reducing the number of variables to be handled in the subsequent regression analysis.

A multiple regression analysis was computed using the subset of variables shown to be most representative of each factor.

As the usefulness of the results was subjective, there were several interpretation guides outlined, such as: the orthogonality of the significant factors as a result of the factor analysis, the total variance accounted for by the regression analysis using all variables, and the relative variance accounted for using only the variables found to be significant through the least squares delete program.

The research hypotheses were:

The selected variables that have been traditionally associated with teacher militancy cannot account for a percentage of variance that is significantly greater than zero when used to predict the principals' responses to the question of their right to negotiate.

The selected variables that have been traditionall associated with teacher militancy cannot account for a percentage of variance that is significantly greater than zero when used to predict the principals' responses to the question of their desire to negotiate a local contract.

CHAPTER IV

ANALYSIS OF RESULTS

This study was designed to examine a set of selected variables that have traditionally been associated with militancy in education, for their relationship to principals. From this examination, it was suggested that a subset of variables would emerge which would accurately predict the expressed attitudes of Michigan principals toward negotiations.

The only alteration in the study concerned the two variables relating to the identification of principals with teachers or administrators.¹ There was a good deal of confusion in the answers to these questions. Many of the subjects either left the questions blank or checked both alternatives. Because it was necessary to use equal numbers in all categories for the analysis, either the question had to be eliminated or all questionnaires with faulty responses had to be taken out of the analysis. Because dropping questionnaires

¹See Appendix A, questions number eleven and twelve.

would have resulted in a greatly reduced sample, the decision was made to eliminate the two questions involved.

Because the study was essentially descriptive and predictive, a number of guideposts were offered for use as points of evaluation and to outline the path the analysis would take. This chapter will discuss each of these guideposts in the order of presentation. At each step, the data relevant to that step was presented.

1. The factor analysis was intended to achieve parsimony in the data. There should be a set of factors which numbers less than the total number of variables. Each of these factors should be of some importance. The variables that comprise each factor should be logically related.

TABLE IV
VARIABLES COMPRISING FACTORS
WITH EIGENVALUES EXCEEDING 1.00

Variable	Factor Loading
<u>Factor I</u>	
Has your present district's teacher-board negotiations ever gone to mediation?	0.8461
Has your present district's teacher-board negotiations ever gone to fact-finding?	0.9143

TABLE IV--Continued

Variable	Factor Loading
Has your present district's teacher-board negotiations ever gone to a strike?	0.7956
Size of the subject's district	0.5719
<u>Factor II</u>	
How many years of experience have you had as a principal?	0.8569
What is your age?	0.8207
<u>Factor III</u>	
Have you ever participated in teacher-board negotiations as a member of a negotiating team?	-0.5369
Has any principal in your district ever participated in negotiations in that district as a member of a negotiating team?	-0.8405
Should a principal participate in teacher-board negotiations as a member of the negotiating team?	-0.6047
<u>Factor IV</u>	
Sex	-0.6373
What is your present position?	0.7765
What is your present salary?	0.5577
<u>Factor V</u>	
Have you ever held office in a local, state, or national principals association since 1965?	0.7192

TABLE IV--Continued

Variable	Factor Loading
Has either of your parents been a member of a labor union?	0.6358
<u>Factor VI</u>	
Are you presently a member of a state principals association?	-0.8065
Size of the subject's district	0.5620

TABLE V

EIGENVALUES FOR FACTORS WITH
EIGENVALUES GREATER THAN 1.00

Factor	Eigenvalue
I	3.2363
II	1.8367
III	1.5708
IV	1.3423
V	1.1484
VI	1.0414

All of the principal variables in each of the six factors with eigenvalues greater than 1.00 were logically related, although all the relationships had not been anticipated in previous chapters.

Factor one included the variables: (1) Has your present district's teacher-board negotiations ever gone to mediation? (2) Has your present district's teacher-board negotiations ever gone to fact-finding? (3) Has your present district's teacher-board negotiations ever gone to a strike? and (4) What is the size of the subject's district? Mediation, fact-finding and a strike comprise levels of what might be labeled "extreme action by the district." As such they should be related. The size of the district was positively related to all three "extreme action" variables. This indicated a relationship between the larger districts and the use of mediation, fact-finding, and a strike. This was confirmation of the fact that a majority of the problem situations, especially strikes, occur in the larger school districts.

Factor two included the variables: (1) How many years of experience have you had as a principal? and (2) What is your age? This was consistent with the information as presented that age and experience are usually related in most situations, with older subjects having more experience.

Factor three included the variables: (1) Have you ever participated in teacher-board negotiations as a member of a negotiating team? (2) Has any principal in your district ever participated in negotiations in that district as a member of a negotiating

team? and (3) Should a principal participate in teacher-board negotiations as a member of a negotiating team? This factor involves three variables which relate to the subject's involvement in and interest in negotiations. Although only 35.5% of the principals had participated in negotiations, 73.9% were in districts where principals had participated, and 67.8% thought principals should participate. All three variables have a common focus.

Factor four included the variables: (1) Sex of the subject, (2) What is your present position? and (3) What is your present salary? The position and salary variables were positively related, indicating higher salaries for secondary principals. The sex variables were related negatively to both position and salary, indicating a higher percentage of females in elementary school as principals. The actual percentages in the study were: elementary, 27.8%; and secondary, 1.4%.

Factor five included the variables: (1) Have you ever held office in a local, state, or national principals association since 1965? and (2) Has either of your parents been a member of a labor union? The positive relationship indicated that having a union parent makes it more likely a principal will have held an association office. A familiarity with organizations would make it more likely that a principal would be active in his association, and having a union

parent would produce more opportunity for involvement in an organization that is work related.

Factor six included the variables: (1) Are you presently a member of a state principals association? and (2) What is the size of the subject's district? A negative relationship indicated that the smaller districts have higher percentages of membership than larger districts. This result was mainly a function of the very low percentage of membership in stratum one, which was Detroit. The percentage was 18.2% in stratum one, compared to 75.0%, 86.3% and 82.4% in strata two, three, and four.

2. One variable from each factor should have the highest factor loading on that factor with near zero factor loadings on all the other factors.

All six primary factors contained a variable with a high factor loading on that factor and near zero factor loadings on all other primary factors. In only two cases were the non-primary factor loadings more than 0.1100, and both cases were associated with the variable concerned with the holding of office in a local, state or national principals association. These factor loadings were -0.3122 and -0.2091.

TABLE VI
VARIABLES WITH HIGHEST FACTOR LOADINGS

Variable	Factor					
	I	II	III	IV	V	VI
How many years of experience have you had as a principal?	0.0209	<u>0.8569</u>	-0.0724	0.0301	-0.1087	0.0542
What is your present position?	0.0936	-0.0035	-0.0007	<u>0.7765</u>	0.1079	0.0862
Are you presently a member of a state principals association?	0.0418	-0.0160	0.0012	-0.0663	0.0209	<u>0.8065</u>
Has any principal in your district ever participated in negotiations in that district as a member of a negotiating team?	-0.810	0.0057	<u>-0.8405</u>	-0.0064	-0.0545	0.0103
Has your present district's teacher-board negotiations ever gone to fact-finding?	<u>0.9143</u>	-0.0509	0.0022	0.0454	0.0248	0.0164
Have you ever held office in a local, state, or national principals association since 1965?	0.1086	-0.3122	-0.0227	-0.0200	<u>0.7192</u>	-0.2091

3. A multiple regression analysis using all variables should provide multiple regression coefficients (R) which account for a reasonable amount of variance (R^2).

TABLE VII
MULTIPLE REGRESSION ANALYSIS RESULTS USING
ALL PREDICTOR VARIABLES WITH
CRITERION QUESTIONS ONE AND TWO

Criterion Question	R	R^2
Do you feel principals should have the right to negotiate with their boards of education?	0.2672	0.0714
Do you feel your local principals group should negotiate a contract with your local board of education?	0.4066	0.1653

The R^2 for criterion question one, which dealt with the principals' right to negotiate, fails to meet the .05 significance level with $F = 1.23$, 14/230 df.

The R^2 for criterion variable two, which dealt with the desire to negotiate a local contract, meets the .05 level of significance with $F = 3.28$, 14/230 df.

The multiple regression coefficient (R) for the criterion variable which dealt with the principals' right to negotiate was 0.2672, accounting for 7.14% of the variance. The predictive ability of the selected variables was less than had been anticipated.

The multiple regression coefficient (R) for the criterion variable which dealt with the desire to negotiate a local contract was 0.4066, accounting for 16.5% of the variance. Again this predictive ability was less than had been anticipated.

4. Using the subset of variables identified through factor analysis, a multiple regression analysis should provide a multiple regression coefficient (R) which accounts for a reasonable amount of variance (R^2) in relation to the amount of variance accounted for using all variables.

TABLE VIII
MULTIPLE REGRESSION ANALYSIS RESULTS
USING THE SIX VARIABLES IDENTIFIED
THROUGH FACTOR ANALYSIS^a

Criterion Question	R	R^2
Do you feel principals should have the right to negotiate with their boards of education?	0.1215	0.0148
Do you feel your local principals group should negotiate a contract with your local board of education?	0.2542	0.0646

^aThe six variables were:

1. How many years of experience have you had as a principal?
2. What is your present position?

3. Are you presently a member of a state principals association?
4. Has any principal in your district ever participated in negotiations in that district as a member of a negotiating team?
5. Has your present district's teacher-board negotiations ever gone to fact-finding?
6. Have you ever held office in a local, state, or national principals association since 1965?

The multiple regression coefficient (R) for criterion variable one, which dealt with the principals' right to negotiate, was 0.1215, which accounted for 1.48% of the variance. Compared with 7.14% for the total set of variables, this percentage showed a fairly large decrease.

The multiple regression coefficient (R) for criterion variable two, which dealt with the principals' desire to negotiate a local contract, was 0.2542, which accounted for 6.46% of the variance. This percentage showed a fairly large decrease from 16.5% using all variables.

5. Using a least squares delete program of multiple regression analysis, the multiple regression coefficient (R) with variables that produce significance at the .05 level should account for a reasonable amount of variance (R^2).

TABLE IX

MULTIPLE REGRESSION ANALYSIS RESULTS USING
VARIABLES THAT PRODUCE AN ANOVA
MEETING THE .05 LEVEL OF SIGNIFICANCE^a

Criterion Question	R	R ²	Number of Variables
Do you feel principals should have the right to negotiate with their boards of education?	0.0000	-0.0000	0
Do you feel your local principals group should negotiate a contract with your local board of education?	0.2518	0.0634	2

^aThe variables used were:

1. Are you presently a member of a state principals association?
2. Has your present district's teacher-board negotiations ever gone to fact-finding?

When the least squares delete program was computed using the subset of six variables, there were no variables able to meet the .05 significance level on criterion question one, which was concerned with the principals' right to negotiate. On criterion question two, which dealt with the principals' desire to negotiate a local contract, there were two variables which met the .05 significance level. These were associated with membership in a state principals association and the district's experience with fact-finding.

6. The amount of variance accounted for (R^2) after each variable is deleted should show very little decrease.

TABLE X
MULTIPLE REGRESSION ANALYSIS RESULTS
AFTER EACH ITERATION IN THE
LEAST SQUARES DELETE PROGRAM

Criterion Question	Variables ^a Deleted	R	R^2
Do you feel principals should have the right to negotiate with their boards of education?		0.1215	0.0148
	4	0.1197	0.0143
	2	0.1151	0.0132
	6	0.1051	0.0111
	5	0.0918	0.0084
	3	0.0705	0.0050
	1	0.0000	-0.0000
Do you feel your local principals group should negotiate a contract with your local board of education?		0.2542	0.0646
	6	0.2542	0.0646
	2	0.2542	0.0646
	4	0.2541	0.0646
	1	0.2518	0.0634

^aThe six variables were:

1. How many years of experience have you had as a principal?
2. What is your present position?
3. Are you presently a member of a state principals association?

4. Has any principal in your district ever participated in negotiations in that district as a member of a negotiating team?
5. Has your present district's teacher-board negotiations ever gone to fact-finding?
6. Have you ever held office in a local, state, or national principals association since 1965?

With criterion variable one, which concerned the principals' right to negotiate, the multiple regression analysis could account for 0.00% of the variance. This compared to only 1.48% using all six variables. On criterion variable two, concerned with the desire to negotiate a local contract, the amount of variance accounted for showed a decrease of only 0.12%, from 6.46% to 6.34%.

Because of the dissatisfaction with the amount of variance accounted for using the six variables from the factor analysis, a least squares delete program was run using all fifteen variables. The purpose was to compare the variables remaining when the .05 level of significance was met using fifteen variables with the variables remaining when the .05 level of significance was met using six variables.

When a least squares delete program was computed using all predictor variables, each criterion variable produced two variables which met the .05 level of significance. Each of these sets

TABLE XI

**MULTIPLE REGRESSION ANALYSIS RESULTS
AFTER SELECTED ITERATIONS IN THE
LEAST SQUARES DELETE PROGRAM^a
USING ALL PREDICTOR VARIABLES^a**

Criterion Question	Variables Used	R	R ²
Do you feel principals should have the right to negotiate with their boards of education?	All	0.2672	0.0714
	1, 2, 3, 4, 6, 8, 9, 10, 11, 13	0.2627	0.0690
	1, 2, 6, 9, 11	0.2252	0.0507
	9, 11	0.1913	0.0366
Do you feel your local principals group should negotiate a contract with your local board of education?	All	0.4066	0.1653
	1, 2, 3, 5, 6, 7, 10, 11, 12, 15	0.4038	0.1631
	1, 5, 10, 11, 15	0.3879	0.1505
	11, 15	0.3598	0.1294

^aThe remaining variables were:

- 9. Has your present district's teacher-board negotiations ever gone to mediation?
- 11. Has your present district's teacher-board negotiations ever gone to a strike?
- 15. Size of the subject's district.

of variables also accounted for an amount of variance which was close to the total using all variables than the subset of six variables.

On criterion variable one the predictor variables which met the significance level were the district's experience with mediation and its experience with a strike. They accounted for 3.66% of the variance, compared to 7.14% using all variables. On criterion variable two, the predictor variables were the district's experience with a strike and the size of the district. They accounted for 12.94% of the variance, compared to 16.31% using all variables.

TABLE XII

FREQUENCY COUNTS ON CRITERION VARIABLES ONE AND TWO

Criterion Question	% Answering Yes
Do you feel principals should have the right to negotiate with their boards of education?	89.8%
Do you feel your local principals group should negotiate a contract with your local board of education?	61.2%

The percentage of subjects answering in the affirmative for each criterion variable was 89.8% for the question dealing with the right of principals to negotiate and 61.2% for the question dealing

with the desire to negotiate a local contract. Both percentages were greater than had been anticipated.

Summary

This study was designed to examine a set of selected variables that have traditionally been associated with militancy in education. The intent was to produce a set of variables that would accurately predict the attitudes of Michigan principals toward negotiations for themselves.

The only deviation in the original set of variables was the deletion of questions eleven and twelve on the questionnaire. These questions dealt with the principal's identification with teachers or administrators. As the answers to these questions were mainly blank or double marked, the questions were eliminated from the analysis.

The factor analysis produced a set of six factors with eigenvalues greater than 1.00. Each of the variables that constituted factors one through six were logically related, although not all the relationships had been discussed in the previous chapters.

All of the six factors produced a variable that loaded very high on the primary factor and near zero on all other factors. These variables dealt with the subject's experience as a principal, his present position, his membership in a state principals association,

his principals group representation on a negotiating team, his district's experience with fact-finding, and his holding of a local, state, or national association office.

The multiple regression analysis using all fifteen variables produced a coefficient of 0.2672 on the criterion variables dealing with the principals' right to negotiate. This solution accounts for 7.14% of the variance. The multiple regression coefficient on the criterion variable dealing with the desire to negotiate a local contract was 0.4066, accounting for 16.53% of the variance.

Using a multiple regression analysis on the six variables identified through the factor analysis, the solution accounted for 1.48% of the variance on the criterion variable dealing with the right of principals to negotiate and 6.46% on the criterion variable dealing with the desire to negotiate a local contract.

Using a least squares delete program of regression analysis with a .05 significance level, two variables met the significance level with criterion variable two. These two variables dealt with membership in a state principals association and the subject's district's experiences with fact-finding. These two variables could account for 6.34% of the variance on the criterion variable related to the desire to negotiate a local contract. The solution for criterion variable was not relevant because it reduces to 0.000%. The

variance accounted for on the second criterion variable shows a decrease of 10.19% from the complete set of variables. It showed a decrease of 0.12% from the subset of six variables.

With the use of the least squares delete program, all fifteen variables were entered. When the .05 significance level was met on criterion variable one, dealing with the right of principals to negotiate, two variables remained. The first dealt with the subject's district's experience with mediation and the second with the district's experience with a strike. When the .05 significance level was met on the second criterion variable, dealing with the desire to negotiate a local contract, there were also two variables remaining. These concerned the subject's district's experience with a strike and the size of the subject's district. The variance accounted for on criterion variable one using the two remaining variables was 3.66%. This showed a decrease of 3.48% from the solution using all variables. The variance accounted for on criterion variable two using the two remaining variables was 12.94%, showing a decrease of 3.59%.

Research hypothesis one was accepted at the .05 level of significance.

Research hypothesis two was rejected at the .05 level of significance.

CHAPTER V

CONCLUSIONS AND IMPLICATIONS

The factor analysis was used to reduce the number of variables used in the multiple regression analysis. The original assumption was that if a subset of the original fifteen variables could be obtained from orthogonal factors, this subset of variables would represent the most useful variables available.

The factors were orthogonal with the principal variables in each factor widely separated from the other variables in terms of factor loadings.

All the variables within each factor were logically related, although all these possible relationships had not been covered in earlier sections of the dissertation.

Factor one concerned the district's experience with mediation, fact-finding, and a strike. It also included the size of the subject's district. In the normal course of impasse negotiations, mediation is followed by fact-finding and strike. Not all districts that start mediation will strike, but that sequence of events is fairly

well-established both by pressure from the teacher associations and by the rules of the Michigan State Labor Mediation Board. As such a relationship exists, it is not surprising that these variables should comprise one factor. The size of the subject's district has a factor loading of 0.5719 compared to a range of 0.7956 - 0.9143 for the other variables in that factor. In addition, the size variable was split almost evenly between the first and sixth factor. Because they were logically related to the variables in both factors, and because the additional variables in each factor were near zero, the variable was included in both factors. The size of the district has traditionally been associated with strike action by teachers. Since 1966, 51% of the strikes in Michigan have occurred in districts with more than 5,000 pupils,¹ while only 18% of the districts in Michigan have enrollments over 5,000.²

Factor two contained the variables dealing with the age and experience of the subjects. This relationship is certainly logical, as each increment in experience also brings an increment in age.

¹Office of Professional Negotiations, Michigan Education Association, Delayed School Openings (Information sheet prepared for MEA staff).

²Michigan Education Association, Michigan Public School District Data 1968-69 (East Lansing: Michigan Education Association, 1968).

Factor three concerned the subject's experience and attitude toward the involvement of principals on negotiating teams. Both the factor loadings and the percentages of involvement indicate a relationship and common element, especially in the variables relating to a principal's group experience and the evaluation of principals participation. Only 35.5% of the subjects had participated in negotiations; but 73.9% were in districts where a principal had participated in negotiations, and 67.8% of the subjects thought principals should participate in negotiations. These percentages are fairly high. The literature would indicate that very few districts use principals on the negotiating team. This information does not evaluate the quality of the principal's participation, but it does indicate greater numbers of participating principals than had been anticipated.

Factor four concerned the subject's sex, position, and salary. The higher salaries for secondary principals is confirmed by a report by the National Education Association showing higher salaries for secondary principals in all enrollment strata used.³ The higher percentage of female principals in elementary schools is consistent with the distribution of females between elementary and

³ National Education Association, Salary Schedules for Principals 1967-68, Research Report 1968-R5 (Washington: National Education Association, 1968), p. 9.

secondary. It is also consistent with the large number of female teachers at the elementary level.⁴

Factor five variables related to the holding of office in a local, state, or national principals association and having a parent who was a member of a labor union. There seems to be no particular support for this relationship in the literature as it concerns educational associations. There is some agreement from commentators such as Doherty and Oberer that there is an increasing number of teachers from blue-collar backgrounds.⁵ This would certainly mean teachers with greater experience with work-related organizations and may well produce teachers who will take a greater interest in their associations.

Factor six concerned membership in a state principals association as its primary variable. The factor was also related to the size of the subject's district. This relationship was mainly due to the very low percentage of membership in the first strata (Detroit). All the other strata were nearly equal, with percentages

⁴Michigan Education Association, A Survey of Teacher Attitudes Concerning Negotiations, Research Report MR-1 (East Lansing: Michigan Education Association, 1968), p. 38.

⁵Robert E. Doherty and Walter E. Oberer, Teachers, School Boards and Collective Bargaining: A Changing of the Guard, New York State School of Industrial and Labor Relations (Ithaca: Cornell University, 1967), p. 8.

of membership being 75.0%, 86.3%, and 82.4% for strata two, three, and four. One factor which may influence this low membership percentage is the fact that Detroit principals currently negotiate a contract with their local board of education. Because of this and because their size produces a large local membership potential, they may place more emphasis on membership at the local level.

Because of the good results obtained from the factor analysis, the six variables used in the multiple regression analysis appeared to be the best possible subset.

Criterion question one was concerned with the principal's attitude toward the right of principals to negotiate a contract. The value of this criterion variable was almost completely diminished because of the distribution of answers, 89.8% of the subjects having indicated that they felt principals should have the right to negotiate. As this percentage was large, it made the regression analysis very difficult. Because of this situation, the emphasis in the remainder of this discussion will be on the second criterion variable dealing with the attitude of principals toward negotiation of a contract in their local district.

Because of the difference between R^2 values, there seemed to be a good deal of question as to whether the factor analysis had produced the best possible subset of variables.

In order to check this procedure, a least squares delete program was computed using all fifteen variables. This procedure resulted in two remaining predictor variables when the .05 level of significance was met. These two variables were: size of the subject's district and participation in a strike by the principal's district. Both variables had the lowest factor loading of the variables that made up each factor to which they were related. In addition, both variables were distributed across the six factors. The factor loadings were at least 0.1000 on three factors for the variable dealing with a strike and four factors for the variable dealing with the size of the subject's district.

The original intent of the factor analysis was to reduce the number of variables to a number that could be handled in a multiple regression analysis. It was assumed that if a factor could produce a variable that had a high factor loading on one factor with near zero loadings on all other factors, it would be representative of that factor and would therefore contribute to the predictive ability of the regression analysis.

In a similar situation it would be possible to use factor scores in the regression analysis. Even though a good argument could be made for this procedure, it would still require knowledge of all the desired reduction in most cases. It would not produce the

desired reduction in the number of variables needed for the regression analysis.

The normal procedure for using a multiple regression analysis is to attempt to identify the best order for the variables to be analyzed. As there was very little variance accounted for in the analysis using delete programs on both the total and subset of variables, there seemed to be little reason to take this additional step.

The subjects apparently had a good deal of trouble with the two questions relating to their identification with teachers or administrators. Many of the questionnaires had notes written next to these questions with comments like, "It depends on the situation." This area should probably be explored in several sections, each relating to a different segment of the role and duties of the principal.

It is fairly obvious that the answers to criterion variable one were so one-sided that it had an effect on the analysis. It does not seem fair to make this same criticism of the second criterion variable.

It is also possible that the variable simply did not have enough range. This presents a problem because the vital question is not, does the principal have a tendency toward wanting to negotiate a contract, but whether that person actually wants to negotiate

it. This might be handled through a series of questions that relate to the central question. The criterion variable would be the total yes responses on the series of questions. Unfortunately this still leaves unanswered the question of whether the person wants to negotiate a contract. The central question could be included as part of the series on the questionnaire but used as a check when the other variables are used in the analysis.

There is reason to think that the predictor variables may not have the range to make accurate predictions. It would be possible to expand the range by combining several variables. This could be done with the help of the factor analysis. For instance, the variables relating to experience with mediation, fact-finding, and a strike might be combined with elements such as the number of strikes to produce a variable of "extreme action," which would have a fairly wide range of responses.

Conclusions

1. Research hypothesis one was accepted. The selected variables that have traditionally been associated with teacher militancy were not able to produce a multiple regression coefficient that is greater than zero on the criterion variable dealing with the principals' right to negotiate.

2. Research hypothesis two was rejected. The selected variables that have traditionally been associated with teacher militancy were able to produce a multiple regression coefficient that is greater than zero on the criterion variable dealing with the principals' desire to negotiate a local contract.

Although the selected variables were able to produce a regression coefficient that was greater than zero on the criterion variable which dealt with the principals' desire to negotiate a local contract, the coefficient was not high enough to be of any predictive value.

3. Although the complete set of fifteen variables used in the study accounted for only a small amount of variance on either criterion variable, there were two subsets of two variables each which accounted for an amount of variance nearly equal to the original amount.
4. These two subsets were comprised of three separate variables dealing with the district's experience with mediation, a strike, and the size of the district. As all three variables were included in the first factor, it would seem that this factor dominates the analysis.
5. Principal participation in teacher-board negotiations was greater than the literature would indicate.

6. The local principals group with the greatest experience in negotiating a local contract had a membership percentage in the state principals association which was much lower than membership percentages in other school districts. This may well have been a result of either their negotiations experience or their large staff membership.
7. A majority of the Michigan principals felt that principals should have the right to negotiate a contract with their local board of education.
8. A majority of the Michigan principals felt their local principals group should negotiate a contract with their local board of education.

Future Research

For an area as large as negotiations, no study can adequately cover all possible topics. This study suggests several possible areas of investigation which could be fruitfully pursued. There is no reason to assume that this list is in any way exhaustive. It simply constitutes a set of suggestions to be considered when doing additional work. The suggestions are as follows:

1. It has been suggested that one of the major reasons for the lack of predictive ability is the fact that Michigan principals

already favor principals having the right to negotiate and see the need for principal's master contracts at the local level. Therefore, this study should be replicated in several other states having varying degrees of commitment to negotiations. The distribution of favorable attitudes toward negotiations should be compared to the predictive ability of the selected variables.

2. The same selected set of variables should be used in a multiple regression analysis with criterion variables that have a greater range of possible responses.
3. The same selected variables should be used in a multiple regression analysis with criterion variables that deal with methods of enforcement of principal contracts. These questions could relate to mediation, fact-finding, a strike, binding arbitration, etc.
4. The same selected variables should be used in a multiple regression analysis with criterion variables dealing with the contents and depth of items principals feel should be included in their contracts.
5. Comparison studies should be conducted dealing with the difference between attitudes in districts with a master contract for principals and districts with no principal

master contract. These studies could concentrate on items such as:

- a. methods of enforcement of negotiations and contracts;
- b. type of items that need to be covered in master contracts with principals.

- 6. A study should be conducted looking at the relationships between state principal associations, the local principal association, and the individual principals. This should be a longitudinal study designed to detail the changes that emerge over a period of five to ten years.
- 7. A project should be started to study the changes that are taking place within administrative relationships, such as superintendent-principal, principal-principal, and principal-professor. This should be a longitudinal study over a period of five to ten years.
- 8. A study of the role perceptions between principals and teachers should be instituted in several states with varying degrees of teacher involvement in negotiations. If greater use of negotiations by principals becomes a reality, this study should be conducted on a longitudinal basis to look at the role perception changes that occur over time.

Better information on the variables that affect negotiations will produce more reasoned and intelligent decisions in an area that will influence all of education.

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APPENDICES

APPENDIX A
CORRESPONDENCE

MICHIGAN STATE UNIVERSITY EAST LANSING • MICHIGAN 48825

COLLEGE OF EDUCATION • BRICKSON HALL

Dear Fellow Educator:

The relationships among educators in Michigan and throughout the United States has been a topic of intense concern in the second half of this decade. Unfortunately there is a general lack of information about the principal's role. The enclosed questionnaire is part of a study dedicated to a better understanding of these relationships from the principal's point of view.

Although the questionnaires are coded so accurate records of return may be kept, all mailing lists will be destroyed at the conclusion of the study and in no case will information be available or published by individual or school district

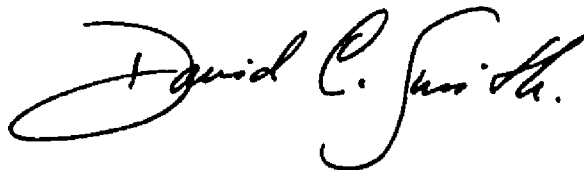
The information will be used in completing my Ph.D. dissertation which will be published and available through Michigan State University or University Microfilms in Ann Arbor.

Because a sampling process was used, a small number of questionnaires have been issued. In order to complete a valid study a high percentage of return is necessary. The time needed to complete the questionnaire is approximately three(3) minutes.

We earnestly hope that you will be able to assist us. Thank you for your time and consideration.



Ben Munger
Research Fellow
Michigan State University



Dr. David Smith
Department of Administration
and Higher Education
Michigan State University

Please check the appropriate box for each question.

1. How many years of experience have you had as a principal?

- ☐ 0 - 5
- ☐ 6 - 14
- ☐ 15 and more

2. What is your age?

- ☐ 20 - 29
- ☐ 30 - 39
- ☐ 40 - 49
- ☐ 50 - 59
- ☐ 60 and over

3. Sex

- ☐ Male
- ☐ Female

4. What is your present position?

- ☐ Elementary principal (K-6)
- ☐ Secondary principal (7-12)

[Please check your major responsibility]

5. Are you presently a member of a state principal's association?

☐ Yes

☐ No

6. Have you ever participated in teacher-board negotiations as a member of a negotiating team?

☐ Yes

☐ No

7. Has any principal in your district ever participated in negotiations in that district as a member of a negotiating team?

☐ Yes

☐ No

8. Should a principal participate in teacher-board negotiations as a member of the negotiating team?

☐ Yes

☐ No

9. Has your present district's teacher-board negotiations ever gone to:

Yes No

☐ ☐ mediation?

☐ ☐ fact-finding?

☐ ☐ strike?

10. What is your present salary?

- ☐ Below \$12,000
- ☐ \$12,000 - 14,999
- ☐ \$15,000 or above

11. Do you identify primarily with:

- ☐ the teachers in your district?
- ☐ the administrators in your district?

12. Should a principal identify primarily with:

- ☐ the teachers in the district?
- ☐ the administrators in the district?

13. Have you ever held office in a local, state, or national principal's association since 1965?

- ☐ Yes
- ☐ No

14. Has either of your parents been a member of a labor union?

- ☐ Yes
- ☐ No

15. Do you feel principals should have the right to negotiate with their boards of education?

☐ Yes

☐ No

16. Do you feel your local principals group should negotiate a contract with your local board of education?

☐ Yes

☐ No

MICHIGAN STATE UNIVERSITY EAST LANSING • MICHIGAN 48823

COLLEGE OF EDUCATION • BRICKSON HALL

Dear Fellow Educator,

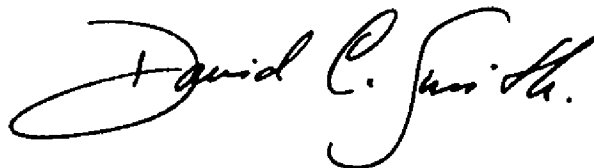
This request is in relation to the questionnaire sent to you during the week of May 5th. We realize that you are involved in a very busy schedule. We would appreciate it if you could take time to provide us with the information.

Let me once again assure you that no information will be released in a form that would compromise the confidence you have placed in us.

Another questionnaire is enclosed in case the first letter did not reach you. Thank you for your time and consideration.



Ben Munger
Research Fellow
Michigan State University



Dr. David Smith
Department of Administration
and Higher Education
Michigan State University

APPENDIX B

**NUMBERING GUIDE TO THE
FIFTEEN PREDICTOR VARIABLES**

APPENDIX B

TABLE XIII

NUMBERING GUIDE TO THE FIFTEEN PREDICTOR VARIABLES

Variable Number	Variable
1	How many years of experience have you had as a principal?
2	What is your age?
3	Sex
4	What is your present position?
5	Are you presently a member of a state principals association?
6	Have you ever participated in teacher-board negotiations as a member of a negotiating team?
7	Has any principal in your district ever participated in negotiations in that district as a member of a negotiating team?
8	Should a principal participate in teacher-board negotiations as a member of the negotiating team?
9	Has your present district's teacher-board negotiations ever gone to mediation?
10	Has your present district's teacher-board negotiations ever gone to fact-finding?
11	Has your present district's teacher-board negotiations ever gone to a strike?

TABLE XIII--Continued

Variable Number	Variable
12	What is your present salary?
13	Have you ever held office in a local, state, or national principals association since 1965?
14	Has either of your parents been a member of a labor union?
15	Size of the subject's district.

APPENDIX C

**ROTATED FACTOR LOADINGS FOR FACTORS
WITH EIGENVALUES GREATER THAN 1.00**

APPENDIX C

TABLE XIV

ROTATED FACTOR LOADINGS FOR FACTORS
WITH EIGENVALUES GREATER THAN 1.00

Variable						
1	0.0209	0.8569	0.0724	0.0301	-0.1087	0.0542
2	-0.1147	0.8207	-0.0454	-0.1362	0.1156	-0.1335
3	-0.1416	0.3552	0.0870	-0.6373	0.2428	-0.1194
4	0.0936	-0.0035	-0.0007	0.7765	0.1079	0.0862
5	-0.0418	-0.0160	0.0012	-0.0663	0.0209	-0.8065
6	-0.1383	0.1848	-0.5369	-0.3838	-0.0871	-0.3299
7	-0.0810	0.0057	-0.8405	-0.0064	-0.0545	0.0103
8	0.1682	0.0544	-0.6047	0.1062	0.3713	0.2148
9	0.8461	0.0020	-0.0226	0.0088	-0.0181	-0.1039
10	0.9143	-0.0509	0.0022	0.0454	0.0248	-0.0164
11	0.7956	-0.0258	0.1362	0.0219	-0.0268	0.2163
12	-0.2088	0.3196	0.2515	0.5577	-0.0660	-0.3811
13	0.1086	-0.3122	-0.0227	-0.0200	0.7192	-0.2091
14	-0.1634	0.2886	-0.0396	-0.0100	0.6358	0.1297
15	0.5719	-0.2057	-0.1109	0.0724	-0.0365	0.5620

APPENDIX D

VARIABLE INTERCORRELATION MATRIX BY FACTOR

APPENDIX D

TABLE XV

VARIABLE INTERCORRELATION MATRIX BY FACTOR

Factor	Variable	Factor I			Factor II		Factor III		
		Variable 9	Variable 10	Variable 11	Variable 1	Variable 2	Variable 6	Variable 7	Variable 8
Factor I	9	1.0000							
	10	0.7063	1.0000						
	11	0.4940	0.6811	1.0000					
Factor II	1	-0.0242	-0.0516	-0.0214	1.0000				
	2	-0.1004	-0.1722	-0.1964	0.5856	1.0000			
Factor III	6	-0.0460	-0.1838	-0.1802	0.1517	0.1983	1.0000		
	7	-0.0488	-0.0285	-0.1647	0.0462	0.0670	0.2859	1.0000	
	8	0.0663	0.1432	0.1019	0.0548	0.0245	0.1105	0.2656	1.0000

TABLE XV--Continued

Factor	Variable	Factor IV			Factor V		Factor VI	
		Variable 3	Variable 4	Variable 12	Variable 13	Variable 14	Variable 5	Variable 15
Factor IV	3	1.0000						
	4	-0.2945	1.0000					
	12	-0.0867	0.1813	1.0000				
Factor V	13	0.0153	-0.0027	-0.0697	1.0000			
	14	0.1386	0.0024	0.0060	0.0693	1.0000		
Factor VI	5	0.0992	-0.1352	0.1299	0.0401	0.0157	1.0000	
	15	-0.2765	0.1195	-0.3410	0.0302	-0.1222	-0.3275	1.0000