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A DESCRIPTION OF THE ROLE, TERRITORIALITY
AND DEFENSE OF THE INTERMEDIATE SCHOOL
DISTRICT SUPERINTENDENT IN MICHIGAN

By

David M. Blomquist

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ABSTRACT

A DESCRIPTION OF THE ROLE, TERRITORIALITY AND DEFENSE OF THE INTERMEDIATE SCHOOL DISTRICT SUPERINTENDENT IN MICHIGAN

By

David M. Blomquist

Purpose of the Study

This study has three purposes: one, to determine whether the Intermediate School District Superintendent possesses and will defend a territory; two, to analyze how that territory will be defended; and three, to determine whether patterns of behavior designed to defend that territory will be revealed.

Procedures

A preliminary investigation of the role and functions of the Intermediate School District and its Superintendent was conducted by the researcher. This investigation revealed that certain basic functions could be agreed upon by practitioners and theoreticians. Simulated threat situations were written for each function-threat agency combination. The fifty-eight Intermediate School District Superintendents in Michigan were asked to respond to the instrument. Each was asked to respond according to the

degree of defense he thought he would exert and according to the manner in which he perceived he would act. These data were then analyzed pursuant to the research questions. Since a 100 percent response rate was achieved, sampling techniques were not used.

Conclusions

1. The Intermediate School District Superintendent possesses and will defend a territory which includes, but is not necessarily limited to, the five functions tested in this research.

2. Those functions considered by the Intermediate School District Superintendents to be most important to their role, position and authority can not be identified by strength of defense alone. Strength of defense is situation specific and requires analysis of the interaction between function and threat agency.

3. Identification of the most influential threat agencies requires an analysis of function-threat agency combinations in order to obtain meaningful results.

4. Identifiable response patterns do reveal behavior patterns designed to protect the role and function of the Intermediate School District Superintendent. The responses were more random than uniform with regard to any specific function-threat combination.

5. The results of this study provide valuable insights into the perceived role of the Intermediate School

District Superintendent. These insights help to describe the role as perceived by the population, and to further clarify the function of the organization.

Implications

First, any group or agency which tries to eliminate any portion of the perceived role of the Intermediate School District Superintendent in Michigan should expect to meet with resistance.

Second, the pattern of behavior exhibited in defense of their role is not likely to be one of open aggression. Deflection, cooptation, or manipulation are more likely to be the overt response than open confrontation.

Third, the behavior pattern which resulted from reaction to the simulations implies that Intermediate School District Superintendents are "action" people. They are unlikely to remain neutral--they are more likely to make things happen.

Fourth, Intermediate School District Superintendents in Michigan perceived that the most effective response to threatened loss of the service function from the State Board of Education is to wait and let the problem resolve itself.

Fifth, if the State Board of Education desires cooperation from Intermediate School District Superintendents in program evaluation, they must not try to wrest control over procedure from the Intermediate School Districts.

Sixth, while input from constituent superintendents is desirable, it may be stifled at times because of the strong need for leadership on the part of the Intermediate School District Superintendent.

Seventh, to confront citizen groups is a mistake; good public relations are vital to a successful Intermediate School District Superintendent.

Eighth, Intermediate School District Superintendents should be aware of their aggressive feelings toward state legislators.

Ninth, Intermediate School District Superintendents should be aware of their sensitivity to criticism regarding their performance.

In memory of:
Pauline D. Blomquist
"Mom, a saint"

DEDICATION

To Dad, Marylou, Michael and Mary Beth.

Dad has been the inspiration and the model for
my life;

Marylou fills my life, believes in me, motivates
me, together, we are;

Michael and Mary Beth bring today's happiness and
dreams of tomorrow.

ACKNOWLEDGMENTS

A number of people have provided assistance and support throughout this research project. In case you wonder about whether I remembered, I thank you now:

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Marylou, it took both of us, Mike and Mary Beth, and strength from God and a lot of dear friends. But we made it!

TABLE OF CONTENTS

	Page
LIST OF TABLES	ix
 Chapter	
I. STATEMENT OF THE PROBLEM	1
Purpose of the Study	1
Need for the Study	1
Importance of the Study to Education	5
Theoretical Foundations of the Study	6
Definition of Terms	7
Delimitations of the Study	11
Review of Related Literature	11
Research Questions to Be Analyzed	12
Procedures for Analysis of Data	12
II. REVIEW OF THE LITERATURE	16
Introduction	16
Territoriality	16
Territoriality in Animals	16
Territoriality and Man	18
Territoriality and School Administrators	21
History of Intermediate School Districts in Michigan	22
The Changing Role of the Intermediate School District	26
Management of Conflict	30
III. DESIGN AND METHODOLOGY	37
Selection of Measures	38
Selection of Threat Agencies	39
Population vs. Sample	40
Instrumentation	41
Procedure	44
Analysis	45

Chapter	Page
IV. FINDINGS AND CONCLUSIONS	47
Research Question One--Do the Michigan Intermediate District Superintendents Perceive the Five Functions Tested to Be Part of Their Territory?	48
Research Question Two--Can Certain Functions Be Identified as Most Important to the Role, Position, and Authority of the Intermediate School District Superintendent According to the Strength of Defense Exhibited in Response to Threatened Loss of the Function?	51
Research Question Three--Can the Threat Agencies Which the Intermediate School District Superintendent Considers Most Influential Be Identified by the Strength of Defense Exhibited Toward Perceived Threats From the Agencies Included in This Study?	59
Evaluation	64
Regulation	64
Service	65
Planning	65
Leadership	66
Research Question Four--Will Analysis of the Manner in Which Intermediate School District Superintendents Responded Reveal Behavior Patterns Designed to Protect Their Role?	67
Preliminary Conclusions	70
Behavior Patterns	73
Research Question Four--Conclusions	78
Research Question Five--Will the Results of the Study Help to Describe and Clarify the Role of the Intermediate School District Superintendent as He Perceives It?	80
Regulation	80
Service	81
Planning	81
Evaluation	81
Leadership	82
Summary of the Findings and Conclusions	82
V. IMPLICATIONS, VALUE JUDGMENTS, AND RECOMMENDATIONS	84
Implications	85
General Implications	85
Specific Implications	86

Chapter	Page
Value Judgments	89
Recommendations for Further Study	90
APPENDICES	93
A. LETTER	94
B. DIRECTIONS AND INFORMATION	96
C. EVALUATION SIMULATIONS	99
D. REGULATION SIMULATIONS	106
E. SERVICE SIMULATIONS	113
F. PLANNING SIMULATIONS	120
G. LEADERSHIP SIMULATIONS	127
BIBLIOGRAPHY	134

LIST OF TABLES

Table	Page
1. Mean Scores by Function	49
2. Function-Threat Agency Mean Scores	52
3. Strength of Defense as Indicated by Responses of 4 and 5	54
4. Strength of Defense as Indicated by a Response of 3	55
5. Strength of Defense as Indicated by a Response of 1 or 2	55
6. Ten Highest Function-Threat Agency Combinations by Mean	58
7. Mean Scores by Threat Agency	59
8. Rank of Strength of Defense by Function- Threat Agency Combination	63
9. Number of "1" Responses	68
10. Number of "2" Responses	68
11. Number of "3" Responses	69
12. Number of "4" Responses	69
13. Number of "5" Responses	70
14. Number of Respondents Indicating Aggressive Behavior by Selecting a "4" or "5" Response	74

CHAPTER I

STATEMENT OF THE PROBLEM

Purpose of the Study

The purpose of this study is to determine first, whether certain functions are a part of the perceived territory of the Intermediate School District Superintendent. A second purpose is to determine whether those functions and threat agencies which are most important and influential can be identified by the strength of defense exhibited in response to the survey instrument. The third major purpose is to analyze whether the manner in which they respond will reveal behavior patterns designed to defend their perceived role, position, and authority.

Need for the Study

The Educational Resources Information Center (ERIC) lists over four hundred studies and articles on the role of the Superintendent of Schools. The number of entries relating to Intermediate Administrative Units* in public education is only fifty-five. When these two terms are combined in the following phrase, "Intermediate Administrative Unit

*ERIC descriptor for Intermediate School District, Regional Service Unit, Board of Cooperative Educational Services, and seven other related terms.

Superintendent," a search of the files concludes that there have been no such studies. A similar search of the University of Michigan Xerox Microfilm file of doctoral dissertations yielded the same results.

Boss (1963) is the only study about the role of the Intermediate School District Superintendent since 1960. It provided valuable information about the conflicting expectations held for the Intermediate School District Superintendent. Yet, there has been no research regarding this role since the school code revision of 1965 provided the vehicle which changed the Intermediate School District boundaries and expectations of the office.

Discussions with Public School Superintendents, Intermediate School District Superintendents and Michigan Department of Education personnel revealed that considerable conflict exists as to the definition of the role of the Intermediate School District Superintendent. It seems reasonable, therefore, to study the role as perceived by the people who currently serve in that capacity. The results should provide practical information for local school districts as well as valuable insights for Intermediate School District Superintendents.

Changes in the statutes of Michigan have had considerable effect on the role of the Intermediate School District. It no longer represents a specific county governmental unit, but may represent a group of contiguous school districts

without regard to their county. A definition of the Intermediate School District is given in a paper by William J. Emerson, Superintendent of the Oakland Intermediate School District, Pontiac, Michigan. He defines the Intermediate School District as follows:

The Intermediate School District is the middle echelon on a state system of schools made up of a State Education Office, numerous local school districts (public corporations), and less numerous Intermediate School Districts (also public corporations). One echelon is not over another, either command-wise or status-wise. Each performs its own logically assigned and assumed tasks in an excellent manner. The statute is over each and all of them (Emerson, 1966: 1).

This definition provides the concept under which the Intermediate School District now operates, which is opposite of that which Boss' study describes as being over the local districts and under the Michigan Department of Education.

Emerson's definition opens the way for the new role for the Intermediate School District to emerge. The concept becomes one of a regional educational service agency which fulfills its regulatory function as an arm of the State Department of Education and a service organization for the local school districts. It is from this point in state law and time that the literature in the field is barren and where the need for further study regarding role definition becomes apparent.

Governor William G. Milliken (1972) proposed a reduction in the number of Intermediate School Districts from sixty to fifteen, and the addition of greater

responsibility for carrying out state-sponsored programs in Special Education, Career Education, and computer-based business functions. This is yet another view of the role of the Intermediate School District, with a much heavier emphasis upon serving in a regulatory function for the State Board of Education.

The above information has presented three examples of conflict in definition of the role of the Intermediate School District Superintendent in Michigan and provides evidence of a need to further define that role. Also presented is evidence of a void in the literature in this area.

The following is intended to show further that conflict abounds regarding the role of the Superintendent of Schools. This can be generalized to the Superintendent of the Intermediate School District as well, since the role is similar: Both are executive officers of a Board of Education.

Gross et al. (1964) point up the incongruence between the superintendent's view of his role and others' view of it. Lee (1968) found considerable deviation between the superintendents' concept of their roles and that of members of their Boards of Education; and Shanks (1966) found like differences in his study of role expectations. Such studies support the assertion of a need for further definitive studies regarding that role.

Keller (1972) and Bell (1974) both present excellent background information on the territoriality of animals and of human beings. The two studies indicate that territory is defined as that which is defended. The studies also establish that school administrators are territorial beings as well. This study will examine the question, "How will the Intermediate School District Superintendent defend his territory and how will he respond to threatening conditions in an effort to retain and maintain certain functions which are important to him?"

Importance of the Study to Education

The Intermediate School District is a traditional part of the public school system in Michigan. It has become one of the three important school organizations which provide delivery systems for meeting student needs in this state. It is also cast in the role of "arm of the state" as it fulfills its regulatory functions in the constituent school districts.

The concept has become the accepted model by many states, the most recent being Wisconsin and New York.

The Intermediate School District is serving as a vital link between the State Department of Education and local school districts. The researcher felt that the lack of information in the field was limiting the potential effectiveness of the agency. This research will provide

information which will help the Intermediate School District become more effective as well as provide added information about the services offered to local districts.

Theoretical Foundations of the Study

First, it is necessary to provide some background about the theoretical foundations of territoriality. Bell (1974) takes the definition of ethology from Ardrey.

Ethology is defined as the study of innate, genetically determined behavior patterns. A primary ingredient of ethology is the study of territoriality, the disposition to possess and to defend a territory, physical or psychological, whose boundaries are learned and for which methods of defense are also learned (Ardrey, 1966: 24).

The essential element of territoriality is defense. "Biology as a whole asks one question of a territory: is it defended? Defense defines it" (Ardrey, 1966: 210).

Second, the question of territoriality and conflict should be brought to light. Brumbaugh (1970) proposes that, "With a little imagination, further linkage might be forged between territorial concepts and such organizational conflict theories as those of Argyris, Corwin and Gross." He goes on to point out Argyris' theory that organizations tend to violate the integrity of the individual, Corwin's theory of professionalism versus bureaucratization (where worker professionalization functions to wrest control from management), and Gross' finding that superintendents and board members tended to assign more responsibility to their own positions

than to the position of the other: All are examples of territoriality coming into conflict with the organization.

Third, management of conflict, or in the case of this study, how do Intermediate School District Superintendents defend their territory, can be based on what Pondy (1967) presents. He discusses the five stages of role conflict and proposes a model for dealing with such conflict. If an Intermediate School District Superintendent is to function effectively, he must have an understanding of the effect role conflict has on the organization he heads. This research will help to clarify that concept and his ability to manage inner conflict as it pertains to his role.

Definition of Terms

Intermediate School District: A corporate body established by statute which serves a regulatory function as an agency of the State Board of Education, a service function to local school districts, a planning and evaluating function for providing the best programs for constituent districts, and provides leadership for the direction of education within the district.

Local School District: A corporate body established by statute whose purpose is to provide for the educational needs of all students within that school district at levels Kindergarten through Grade 12.

Superintendent: The chief executive officer of a school district, either local or Intermediate School District.

Function: An action for which a person is specifically fitted; in this case, an action, the performance of which is a portion of the Intermediate School District Superintendent's perceived role.

Functions of Intermediate School District Superintendent:

a. Regulatory. Those activities which involve the enforcement of Michigan School Law. These include, but are not limited to: certification of local school district enrollment figures, tax levies, teachers, election procedures, days and clock hours of instruction, and health and safety standards.

b. Service. Those activities which lead to providing services to local districts which they can not or choose not to implement independently. These include, but are not limited to: Instructional Media Centers, Special Education, Career Education, Vocational Education, Data Processing, and In-Service Education for teachers and other employees.

c. Planning. Those activities which lead to action. Planning in this context is performance-oriented, making right decisions which tend to improve the condition and performance of the organization.

d. Evaluation. Those activities designed to assess progress toward goals. Determining the congruence between performance and organizational goals and objectives.

e. Leadership. Those activities which guide the Intermediate School District Board of Education and local district personnel toward making effective decisions, and seeking more effective performance.

Threat Agency: Any individual or group having the potential or perceived to have the potential to inflict damage upon another or to engage in activities which tend to erode authority and power.

Threat Agencies Included for Purposes of This Research:

a. State Board of Education. That body constituted to provide leadership and general supervision over all public education, including adult education and instructional programs in state institutions, except as to institutions of higher education granting baccalaureate degrees. It serves as the general planning and coordinating body for all public education, including higher education, and advises the legislature as to the financial requirements in connection therewith.

b. Employee Labor Organizations. Any group of employees of the Intermediate School District who have joined together for mutual aid and protection, or to negotiate or bargain collectively with their employer.

c. Organization of Constituent District Superintendents. An informally organized group made up of the superintendents from school districts within and including

the Intermediate School District. Membership varies, but usually includes all central office administrative personnel from those districts.

d. Citizen Groups. Ad hoc committees of citizens formed to promote a special interest in education in the state of Michigan.

e. State Legislature. The legislative branch of government in Michigan, the branch of government in which legislative power is vested.

f. News Media. Radio stations, television stations, newspapers and other publications, any of which provide coverage or have general circulation in a given Intermediate School District in Michigan

Defense: The response to a perceived threat. In this study the following levels of defense will be considered: No defense--will not exert any defense; Some--will protect but not defend; Moderate--will defend mildly; Active--will defend in a determined manner; Vigorous--will defend to the full limit of all available resources.

Territory: A defended area marked by visible or invisible boundaries.

Territoriality: The need to possess and defend a territory, physical or psychological, whose boundaries are learned and for which methods of defense are also learned.

Role Conflict: Assumed tasks or functions which vary and are incompatible with each other.

Delimitations of the Study

This study will analyze how vigorously the Intermediate School District Superintendent in Michigan will defend certain functions and the ways in which he will respond to perceived threats to those functions. There will be no attempt to generalize beyond the Intermediate School District Superintendent in Michigan.

Functions other than the five to be analyzed in this study do exist; however, this study will be limited to the five listed on pages 8-9.

Other agencies which threaten Intermediate School District Superintendents in the fulfillment of their role exist, but will not be of concern to this study.

The nature of the local environment in which these responses are created will not be studied. The interpretation of the data will be confined to those functions and threat agencies surveyed.

Review of Related Literature

A review of the related literature will include the following:

1. A review of previous studies related to territoriality in nonhumans, humans, and in school administrators.
2. Studies relating to the role of the Intermediate School District Superintendent and the legal

mandates which, in part, proscribe the Intermediate School District Superintendent's role.

3. The changing role of the Intermediate School District.
4. Studies dealing with conflict management.

Research Questions to Be Analyzed

1. Do the Michigan Intermediate School District Superintendents perceive the five functions tested to be part of their territory?
2. Can those functions considered by the Intermediate School District Superintendent to be most important to his role, position and authority be identified by the strength of defense exhibited in response to threat?
3. Can the threat agencies considered by the Intermediate School District Superintendent to be most influential upon his role, position and authority be identified by the strength of defense exhibited in response to threat posed by them?
4. Will an analysis of the manner in which the Intermediate School District Superintendents responded reveal behavior patterns designed to protect their role?
5. Will the results of the study help to describe and clarify the role of the Intermediate School District Superintendent as he perceives it?

Procedures for Analysis of Data

Two problems had to be resolved in order to deal with the questions under consideration. First, an instrument with which to identify and measure the functions which the Intermediate School District Superintendents will defend against was constructed (see Appendices C through G). Second, a

means for analyzing the data, using appropriate statistical techniques, was developed.

Reviewing available literature, interviews with Intermediate School District Superintendents, and discussions with recognized educational experts yielded agreement about the functions which all Intermediate School District Superintendents perform in their position.

Those functions, listed below, were agreed upon and were used for purposes of this study. That they are of equal specificity and relative importance to the Intermediate School District Superintendent was assumed. They have been defined in the previous section on definition of terms. They are:

1. Regulatory
2. Service
3. Planning
4. Evaluation
5. Leadership

These functions served as measures of the Intermediate School District Superintendent's territory to be tested. Defense of territory results from threat. Agencies of threat were determined by asking a panel of Intermediate School District Administrators to corroborate the authenticity of the list of such agencies determined by the researcher. The development of a list of such threat

agencies was modeled after Keller's concept. Those included in this study follow:

1. State Board of Education
2. Employee Labor Organizations
3. Organization of Superintendents of Constituent Districts
4. Citizen Pressure Groups
(Special Education, Career Education, etc.)
5. State Legislature
6. News Media

Since the population studied consists of fifty-eight Intermediate School Districts, the entire population was surveyed. The study was limited to superintendents of Intermediate School Districts in the state of Michigan as found in the 1974-75 Michigan Department of Education official Directory of Intermediate School District Superintendents.

Based upon the functions and threat agencies above, a simulated situation was developed for each function-threat agency combination which threatens the Intermediate School District Superintendent's decision-making role in any of the selected functions. Each of the simulations was assumed to have equal value for purposes of this study.

Each subject was given the opportunity to respond on a scale of one to five indicating the strength of defense he would exert to retain current decision-making roles regarding that function. A "one" response indicated "no

defense," and at the other end of the scale a "five" response indicated "vigorous defense." The range assumes equal distance between numbers.

Participants were asked to respond to the question, "How would you react?" by selecting one of five examples of behavior listed. These behaviors represented a scale ranging from overt aggressive behavior to "taking flight" from the action. Responses were then analyzed and results reported.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

This review of literature centers on four basic areas of this research. It can be outlined as follows: (1) territoriality, as it pertains to nonhumans, humans, and school administrators; (2) history of the Intermediate School District and Michigan school laws which affect its operation; (3) the changing role of the Intermediate School District; and (4) management of conflict.

Territoriality

A logical beginning for this review of the literature is a brief discussion of "territoriality." This section will be divided into two parts, territoriality in animals and territoriality in humans.

Territoriality in Animals

The concept of animal territoriality has occupied researchers for many years. Eliot Howard is generally credited with development of the concept because of his studies of birds in the early 1900s and his influential book, Territory and Bird Life (Diamond, 1970). The concept,

however, was explicit in earlier writings dating back to John Ray in the seventeenth century (Klopfer, 1969).

Territoriality has been shown to exist in both the physical and the psychological sense in the animal kingdom. The writings of Lorenz (1963), Eibl-Eibesfeldt (1970), Carrighar (1965), Eliot (1964), Tinbergen (1965), Klopfer (1969), Wynne-Edwards (1962), and many others provide examples of animals' defense of their physical territory. This defense is demonstrated by many actions such as aggression, olfactory marking, and auditory or visual clues.

The work of F. Fraser Darling with red deer provides interesting examples of the psychological aspects of animal territoriality. Darling concluded that territory was determined psychologically as much as, or more than, physiologically; and fulfilled needs for identity, stimulation, and security (Darling, 1937).

Hediger has found that animals exhibit a form of social distance and individual distance, much as humans do (Hediger, 1961). This is exemplified by the animal's recognition of an invisible territory which is fixed in the mind of the animal and varies among species.

Diamond (1970), Ardrey (1966), and Hall (1966) are among the others who have expanded the concept of animal territoriality into the psychological realm.

Territoriality in the animal kingdom is thought to be essential for the following reasons:

1. Preservation of the species
2. Efficient utilization of food supply
3. Enhancing family life
4. Reducing predation
5. Regulating population density
6. Avoiding overstimulation of the nervous system

(Lorenz, 1963; Klopfer, 1969; Diamond, 1970)

Having established that animal territoriality does exist, we now move to a brief discussion of man as a territorial species.

Territoriality and Man

Many scientists believe that man will exhibit tendencies which can be characterized as territorial. The literature provides extensive material regarding the territorial aspects of man's behavior, both physically and psychologically, and now studies are being undertaken each year.*

The controversy surrounding the subject centers not on whether territorial behavior exists in man, but whether such behavior is instinctive or learned.

*See, for example, DeLong (1973), Becker (1973), Knowles (1973), Engebretson (1973), Efron and Cheyne (1973), and Esser (1973).

Robert Ardrey exemplifies those who favor the instincts hypothesis. His book, The Territorial Imperative, attempts to demonstrate that

Man is as much a territorial animal as a mocking-bird singing in the clear California night. . . . If we defend the title to our land or the sovereignty or our country, we do it for reasons no different, no less innate, no less ineradicable than do lower animals (Ardrey, 1970: 3).

Distinguished scientists in the field of ethology such as Lorenz (1963), Tinbergen (1951), Carrighar (1965), Jones (1969), Barnett (1973), Diamond (1970), and Hediger (1961) lend support to Ardrey's contention that territorial behavior in both man and animals is innate, that is, determined by the genes.

Some scientists disagree with Ardrey's thesis, stressing instead the environmental aspects of territoriality. Included in this group are: Montague (1968); Proshansky (1970); Stea (1970); Hall (1966); Esser, Chamberlain, Chapple and Kline (1970); Efron and Cheyne (1973); Becker (1973) and many others. Although each has studied territoriality from a slightly different perspective, they all emphasize the social, interactional, or physical aspects of human territoriality. In essence, they claim that human territorial behavior is learned, shaped by the environment, and changes as the individual's social setting is altered.

Unfortunately, most studies of human territoriality have been done in institutionalized settings since it is

nearly impossible to conduct behavior studies in a free, uncontrolled environment (Esser, 1970). Therefore, most of what we know about human territorial behavior has been the result of work done in prisons, reform schools, naval ships, and hospitals or other therapeutic settings. The student of human territoriality is, to some extent, faced with a dilemma. He must either generalize the findings of studies using what may be atypical subjects to "normal" human situations, or rely on studies done with animals as the basis for human territorial behavior. A lag in research is evident, although Becker (1973), Stea (1970), and Efron and Cheyne (1973) are among those who have studied individuals' territorial behavior in noninstitutionalized settings. The applicability of studies done in institutionalized settings is quite evident, however. One need only observe his neighbor's reaction to an unwanted intruder on his property to see, first hand, that territorial behavior is exhibited by the "normal" population.

In summary, there appears to be little question of the existence of territoriality in animals and man. Although the nature-nurture question will be argued for some time to come, it is not relevant to this study.

Based on the premise that territoriality exists in human beings, Keller (1972) and Bell (1974) have applied the concept to a particular group of human beings--school

administrators. It is to this topic that the next section of this review of the literature is devoted.

Territoriality and School Administrators

Keller studied territoriality among elementary school principals in Michigan. He defined territory as "that which will be defended," and concluded that elementary principals do possess and will defend a territory. He implied that those areas of most importance to the principal, thus defining his territory, have to do with those activities which directly affect students.

Teacher selection, assignment, and evaluation were strongly defended. Curriculum planning and assignment of students to programs and teachers ranked with the teacher variables and, between them, made up what principals perceived as their five most important functions.

Bell was interested in whether school superintendents perceived a territory, and if so, what it included. Her conclusions contained the following statements:

The [Michigan] public school superintendent possesses and will defend a territory . . . it includes, but is not limited to, the nine functions tested. . . . The type or size of the school district makes no significant difference in his level of defense of his territory.

The work of Keller and Bell provides reasonable data for the presumption of the first part of this research, that the Intermediate School District Superintendent

possesses and will defend a territory. The next portion of this review will present a historic survey of the evolution of the Intermediate School District and its functions. As the role of the Intermediate School District is revealed, the functions of the Intermediate School District Superintendent will become apparent.

History of Intermediate School Districts in Michigan

The "County Board of Education," "County Board," and "County Office" are familiar synonyms to anyone who was associated with public school education in Michigan prior to the 1960s. Many of those people still, out of habit, refer to the Intermediate School District as the "County Board."

Evidence can be found in the School Code, Act No. 269 of the Public Acts of 1955, State of Michigan, that the terms "Intermediate Unit" and "County Superintendent" were used interchangeably (School Code, 1955).

A study of the Intermediate School District Superintendent provided the following background information:

The office came into being in Michigan by passage of Act 55 in 1867. As you trace the development of this office, which found its expression in legislation in 1867, it is necessary to go back to the first of the territorial laws dealing with organization of common schools. An act for the establishment of common schools adopted by this territorial government in Michigan, April 12, 1872, provided for the establishment of schools in townships containing fifty or more families or householders. . . . As the township office

failed to exercise its school functions properly, the new office of County Superintendent of Schools was created (Boss, 1963).

The first county board of education had its roots in early territorial laws which gave authority to five people to direct the activities of the county commissioner, who was formerly referred to as the County Superintendent.

What in Michigan is now called the Intermediate School District emerged for the purpose of helping state officials operate a system of schools whose role was to provide elementary instruction to children in the state. The State Superintendent of Public Instruction needed someone who lived near local districts to determine whether they were following the School Code. "He needed a regional office, some eyes and ears with a horse and buggy" (Emerson, 1966: 3).

Public Act 217, as passed by the legislature in 1949, provided for a County Superintendent of Schools and a board of education. All educational functions formerly performed by the township officials now became those of the county board. The law upgraded the requirements for the County Superintendent by requiring at least a Bachelor of Science degree from a college or university, a teaching certificate, and teaching experience in the public schools for a minimum of forty-five months.

A descriptive study of the intermediate office in Michigan was done by Colon Shaibly (1956). Some of his conclusions were:

1. The intermediate office should seek to reduce inequities in educational opportunity.
2. Direct control of the intermediate unit should be vested in its board of education.
3. The Department of Public Instruction should provide leadership in the further development of the intermediate units.

There were eighty-three county units in Michigan in 1963, all of which operated with a chief school officer and a board of education. Act 269, Public Acts of 1955, had provided permission for counties to consolidate, but until this time, none of them had done so. It took further legislation, Act 190 of the Public Acts of 1962, to bring about significant reorganization of intermediate units into the fifty-eight Intermediate School Districts which now exist.

The nature of the Intermediate School Districts has changed significantly since the 1962 legislation and so has the law regarding its functions. The following information is intended to summarize the current laws under which Intermediate School Districts operate. As the executive officer of the board of education, the Intermediate School District Superintendent's role is as follows (School Code, 1955; Revised, 1973):

The Intermediate School District Board shall:

- Perform such duties as required by law and by the Superintendent of Public Instruction, but shall not supersede nor replace the board of education in any constituent school district, nor shall it control or

- otherwise interfere with the rights of constituent districts except as provided in this chapter.
- Employ a superintendent and such assistants as it deems necessary for the best interests of the district.
 - Prepare an annual general budget.
 - Certify tax rates for school millage levies.
 - Levy and collect taxes for Intermediate School District operating purposes.
 - Certify delinquent taxes and notify local districts of the amount.
 - Prepare and properly distribute official maps of the Intermediate School District.
 - Furnish services on a consultant or supervisory basis to school districts upon request.
 - Employ teachers for all special education programs required by law.
 - Establish schools for school-aged persons who are in children's homes operated by juvenile courts where necessary.
 - Purchase sites, build, lease or rent facilities required to provide necessary services.
 - Administer oaths to board members.
 - Appoint members to the Board of Canvassers.
 - Borrow funds, subject to law, as it deems necessary to provide services.
 - Develop, establish and continually evaluate and modify, in cooperation with constituent districts, appropriate special education programs and make certain that all aspects of the law are implemented.
 - May operate an education recreation program with authority of local districts.
 - Establish salaries, fringe benefits and sabbatical leaves for Intermediate School District employees.
 - Prepare a special education budget, levy appropriate taxes and collect them for use for special education.
 - May place the question of financing vocational-technical education programs on the ballot, operate vocational-technical programs, make grants to local districts for such programs and make such other decisions as required to fulfill the state laws which pertain.

Board of Education; Superintendent, deputy; powers, duties and responsibilities:

- The superintendent shall in all respects be the legal successor to the powers, duties, and responsibilities of the County Superintendent and county board of education.
- The superintendent shall be the executive officer of the board and shall:

- a. Put into practice policies of the State Board of Education.
- b. Recommend all employees and suspend any employee for cause until the board considers the suspension.
- c. Supervise and direct the work of assistants and other employees.
- d. Recommend employees, suspend employees, classify and control promotion of pupils and supervise and direct employees in districts not employing a superintendent.
- e. Receive the institute fee provided by law, if approved by the board, and pay the same to the treasurer.
- f. Examine and audit books and records if asked to do so by the State Superintendent of Public Instruction.
- g. Perform such duties as the Superintendent of Public Instruction or board prescribes, e.g. receive forms and communications, dispose of same, make reports as required, deliver all records, books and papers to his successor.
- h. Examine statements of moneys proposed to be raised by constituent districts.
- i. Make reports in writing to the boards of education of local districts in regard to all matters pertaining to the educational interests of the local districts.

This historical perspective sets the stage for a further look at how and why the role of the Intermediate Unit is changing.

The Changing Role of the Intermediate School District

What began as regional "eyes and ears with a horse and buggy" for purposes of enforcement of school law, moved to a meager, but well-intentioned, cooperative attempt to provide special services to rural schools. This, in turn, paved the way for people with vision to see the potential which Intermediate School Districts had for

providing service to children and youth of the entire state of Michigan.

The United States Office of Education became an important source of funds for experimental programs in education. Congress, through a series of Acts in the 1960s, made money available for studies in education at an unprecedented rate. Many of these dollars found their way into efforts to study regional educational units, regional service agencies, intermediate units, educational cooperatives, and a host of other titles all referring to what we in Michigan call the Intermediate School District.

Studies by Stephens (1973), Inman (1968), Kralik (1970), Hughes (1971), Brewin (1968), Appalachian Regional Commission (1968), Pennsylvania State Department of Education (1970), and others all grappled with the role and definition of the Intermediate Unit. Inman saw a need for providing effective services in the areas of data processing, special education, and vocational education. Kralik pursued a project which demonstrated the leadership role of the intermediate unit, while Hughes viewed these educational cooperatives as providing flexibility and service formerly associated only with larger districts while allowing all local districts to maintain local autonomy.

The above studies all basically agree with a definition of the Intermediate Unit as an "in between" organization which maintains its old functions of enforcement of

school laws and which provides services, leadership, evaluation and planning for local districts. The literature is also consistent in terms of the necessity of local districts to remain autonomous from, not subordinate to, the intermediate unit.

Stephens' study on the emergence of the regional service concept summed up the trends nationwide. He called such agencies "those offices sandwiched between the state and local districts." His study enumerated the various kinds of legislation under which regional agencies are formed in this country. Some states have mandatory regional networks, some permissive legislation which enables cooperation. Others have merely strengthened existing middle echelon units, and finally, there are those who encourage the development of educational cooperatives (Stephens, 1973).

While these studies were being undertaken, administrator groups were meeting throughout the country to learn more about this movement. C. C. Trillingham spoke about the "case for change" in Pittsburgh (Trillingham (1961)). John H. Messerli developed a model for cooperative programming in Linn County, Iowa (Messerli, 1967). Olympia, Washington, was the site of the conference on the Intermediate Unit in which Chester Babcock labelled the leadership and service functions as important aspects of the role of the Intermediate Unit, yet did not eliminate the traditional

role of serving as an arm of the Department of Education (Babcock, 1965). Conferences were also held in Polk County, Iowa (Polk County Public Schools, 1967), Louisville (Cooper, 1960), San Francisco (Stout, 1973), Albuquerque (Kelly and Homan, 1967), and Sacramento (Trillingham, 1965) for the purpose of studying the nebulous, but evolving, role of the Intermediate Unit.

Robert M. Isenberg provides an excellent source for students of the Intermediate Unit. He discusses the traditional concept of the County Superintendent, that of serving as a regulatory arm of the state; and the new concept, that of providing leadership and improved service to local districts. He reminds the reader that these new units must have autonomy from both local districts and the State Department of Education (Isenberg, 1966).

One of the outstanding spokesmen for the Intermediate School District in Michigan is William Emerson, Superintendent of Oakland Schools in Pontiac. His position paper, "The Intermediate School District--Middle Echelon of Michigan's Three Echelon System of Schools," provides a detailed picture of its past, present, and future role (Emerson, 1966).

Public school personnel hold differing opinions about the value of the Intermediate School District Superintendent and his organization. Many first-year local superintendents camp on the Intermediate School District

doorstep in a search for help. Many urban districts feel that the Intermediate School District fails to provide much service for them. Most rural districts find many advantages to having an Intermediate School District from which to get much-needed services. It is obvious that the role of the Intermediate School District Superintendent has not yet been clearly defined; consequently many situations arise, because of lack of role definition, which result in conflict. Because this condition exists, it may be reasonable to expect that territoriality will be very evident in the actions of the Intermediate School District Superintendent and that it may vary substantially among the various individuals currently holding these positions. Such conflict is the topic to which the attention of this review is now turned.

Management of Conflict

Many definitions of the term "conflict" are available in the literature. For purposes of this research, the descriptions of Pondy (1967), Priess (1966), and Boulding (1963) will be used. Pondy provides this working definition:

The term "conflict" has been used at one time or another to describe: antecedent conditions of conflictful behavior, affective states of the individuals involved, cognitive states of individuals, and conflictful behavior ranging from passive resistance to overt aggression (Pondy, 1967: 298).

Conflict can be considered a dynamic process, beginning with certain conditions which may or may not result in overt aggression.

Priess (1966) defines conflict as a "situation in which role expectations are inconsistent, incompatible or contradictory." Boulding (1963) describes a conflict situation as one in which two organizations want the same thing but only one can have it.

Conflict does exist over the role of the Intermediate School District Superintendent in Michigan. Following are examples of three conflicting views of the Intermediate School District and its Superintendent. Boss (1963) concludes, "There is no agreement as to the role of the Intermediate School District Superintendent." He does however, describe the role as being "over" the local districts and "under" the Michigan Department of Education. Emerson's more recent definition places the Intermediate School District in the "middle echelon of a three echelon state system of schools, neither being subordinate to, or superordinate of the other" (Emerson, 1966).

The proposal of Governor William G. Milliken would have brought the Intermediate School District nearer to Department of Education control in certain service areas and especially in terms of its regulatory functions; thus, a third perception of the Intermediate School District function is expressed.

Gross et al. (1958) define role conflict as "any situation in which the incumbent of a focal position perceives that he is confronted with incompatible expectations." Priess (1966) suggests that role conflicts arise from "basic disagreements over organizational goals or out of discrepancies in group perceptions of those goals." Kahn et al. (1964) refer to role conflict as "being caught in the middle between two conflicting persons or factions." Each of these definitions describes the dilemma in which the Intermediate School District Superintendent may be found. He is confronted with incompatible expectations almost daily as his service function comes in conflict with his regulatory function. Disagreements over organizational goals are a way of life when dealing with both teacher organizations and administrator groups. Defined as the middle echelon of a three echelon system by one of its most notable leaders indicates inherent conflict in the terms used by Kahn.

There are many ways in which people or organizations may react when they find themselves in conflict situations. Manifested behavior can range from open aggression, including violence, to retreat, or taking flight. Pondy's (1967) treatment of the issue lists five stages of conflict:

1. Latent conflict exists as a result of scarce resources and/or drives for autonomy.
2. Perceived conflict covers for those conflicts which do not really exist and can be resolved with mutual understanding, mild conflicts which can be blocked easily and strongly perceived personality threats which must be met.

3. Felt conflict usually comes from external sources [such as the threat agencies selected for this study] and must be vented in a manner which is most beneficial to the person involved.
4. Manifest conflict frustrates the goals of the participants and is usually met with aggression.
5. Conflict aftermath can be a period of peace and tranquility if the conflict is truly resolved and bring continued pressure if it is not.

Pondy also enumerates a number of defense mechanisms which can be employed in order to deal with conflict. His list forms a continuum from flight to aggression, which also includes denial, repression, displacement, and sublimation.

In his analysis of productive and destructive conflict, Deutsch (1969) points out the effect of relative strength or power enjoyed by those who are in conflict. Those in high power positions can coerce and intimidate, while those in lower power positions use attention, comprehension, and acceptance as means to deal with conflict. Where power is equal, genuine cooperation is likely to be the most successful means to encourage productive resolution of conflict.

Any effort to research conflict leads to conflict between countries. Conflict can be discussed in terms of diplomatic relations as well as active war between conflicting countries. Similarity is found between the way individuals respond to conflict and the way nations respond.

The differences between brute force and coercion and between compulsion and brinkmanship are discussed by

Schelling (1966). He also defines "the manipulation of risk" in international affairs. Strategic retreat, fighting with restraint, and negotiated warfare are also discussed. He analyzes the reaction countries have to conflict which ranges from open aggression or warfare to coercion, to conformance, and to retreat.

Jervis (1970) relates the importance placed upon the interpretation of "indices" in international relations. Imagery is important in all conflict situations. Deception, manipulation, restraint, and open hostility all play important roles in dealing with conflict on an international level.

Polit (1966) implies that the best way for armies to deal with conflict is to "prevent wars, not fight them." Getzels and Guba (1954) postulate that an individual may resolve a conflict, assuming that he can change the situation, or completely withdraw from it by either compromise or exclusion; while Gross (1958) claims one of three possible avenues, "one, conform to the expectations of one of the parties; two, perform some compromise behavior; or three, attempt to avoid conforming to either expectation."

Inherent in all of the above discussion of behavior manifested as a result of conflict is a natural hierarchy of responses. For purposes of this study these responses will be placed in five categories as follows: aggression, cooptation, neutrality, cooperation, and retreat. The

literature, as it pertains to the reaction to conflict, supports the position that behavior exhibited by those who experience conflict can be categorized along the five-point continuum proposed above.

In summary, this chapter has laid the groundwork for the entire research. It has made the case for the existence of territoriality in nonhumans and humans. It has reviewed the studies which have shown that elementary school principals and superintendents of schools in Michigan exhibit territoriality in the performance of their jobs.

This chapter has dealt with the question of whether heredity or environment is responsible for territoriality. This was done by presenting both views through citing leading proponents of each position, and by pointing out that the question of whether territoriality is innate or learned is of no consequence to this study. That territoriality exists is sufficient information for purposes of this research.

The historical review of school law relating to Intermediate School Districts was done to help clarify the role of the Intermediate School District Superintendent and to serve to highlight the conflicting beliefs commonly held by people not connected with the Intermediate School District.

The fact that conflict exists about the role of the Intermediate School District Superintendent was presented.

The fact having been established, it became necessary to develop a background which would allow consideration of a means to deal with conflict.

The management of conflict was a key area of this review. It has shown many theories held by prominent sociologists about how to deal with conflict and provides the rationale for the methods employed in this study.

Chapter III will discuss the methodology used in this research.

CHAPTER III

DESIGN AND METHODOLOGY

Briefly stated, this study has three purposes: to determine whether the Intermediate School District Superintendent possesses and will defend a territory, to analyze how it will be defended, and to determine whether patterns of behavior designed to defend that territory will be revealed. This chapter will present the procedures used to develop and implement the research design for this study.

A preliminary investigation of the role and functions of the Intermediate School District and its Superintendent was done by the researcher. The investigation revealed that certain basic functions could be agreed upon by practitioners and theoreticians. A simulated threat situation was written for each function-threat agency combination (see Appendices C through G). The fifty-eight Intermediate School District Superintendents in Michigan were mailed copies of the instrument. Each was asked to respond according to the degree of defense he thought he would exert and according to the manner in which he perceived he would act. Results were then analyzed pursuant to the research questions detailed on pages 45-46.

Selection of Measures

A portion of Chapter II of this study embodies a review of the literature as it pertains to the functions of the Intermediate School District and its Superintendent. Position papers and presentations made at selected conferences and other studies about the Intermediate Unit in the United States helped to identify its functions. A historic review of the State School Code in Michigan and interviews with current Intermediate School District Superintendents also aided the researcher in determining the functions to be tested.

At attempt was made to reduce to a minimum the functions to be measured while maintaining the authenticity of the functions. Discussions with Intermediate School District Superintendents, professors of Educational Administration, and Michigan Department of Education affiliates led to the selection of the following five functions as representative of those of the Intermediate School District Superintendent: (1) regulatory, (2) service, (3) planning, (4) evaluation, and (5) leadership.

These terms are defined in Chapter I and are inclusive of the great majority of the tasks fulfilled by the Intermediate School District. That there may be others is not of concern. For purposes of this study, the five listed were agreed upon. Equal specificity is assumed for each of them.

The five functions were chosen as the measures to be tested as a part of the territory of the Intermediate School District Superintendent. To determine whether these five functions are perceived by the Intermediate School District Superintendent as his territory, agencies were selected which are capable of obstructing and/or encroaching upon the capability and authority of the Superintendent in determining his role.

Selection of Threat Agencies

The need to provide agencies which have the potential to threaten the functioning of the Intermediate School District Superintendent became apparent. Having defined territory as that which will be defended, it was necessary to find agencies which the Intermediate School District Superintendent believed capable of exerting sufficient pressure to affect the behavior of the Superintendent. Intermediate School District Superintendents, Assistant Superintendents and Directors, former Intermediate School District personnel, Michigan Department of Education employees with Intermediate School District responsibilities, and professors of Educational Administration were consulted. They were asked individually and in groups to identify those agencies which most influenced them in the exercise of their role.

After each discussion, the participants were asked to rank those agencies from most to least influential. These

rankings were then combined with the above ratings into a list from which the following six agencies were selected: (1) State Board of Education, (2) employee labor organizations, (3) organizations of constituent Superintendents, (4) ad hoc citizen groups, (5) State Legislature, (6) news media.

The potential threat posed by each of the agencies selected was assumed to be equal for purposes of this study.

Selection of functions to be tested and agencies of threat paved the way for the next phase of the study, choosing the subjects.

Population vs. Sample

The population of Intermediate School District Superintendents in Michigan is fifty-eight. The decision whether to sample or study the entire population became necessary. They could have been grouped geographically or by size and sampled accordingly. They could have been studied according to characteristics of the Superintendents. They could have been clustered by Michigan Association of School Administrator regions. A number of possibilities existed. The list of Intermediate School District Superintendents and their addresses was made available by the Michigan Association of Intermediate School District Superintendents President, Harry Moulton. He also invited the researcher to attend their annual fall conference,

which provided personal contact with a majority of the participants. The support given and the accessibility of the membership were key factors in the decision to study the entire population. It was determined, for purposes of this research, that the information desired could best be gathered by surveying the entire population.

The next step was the task of constructing an instrument with which to gather data.

Instrumentation

A number of decisions had to be made about data collection. A basic problem was whether an instrument existed which could provide answers to the questions of concern for this research. Since no such instrument existed, it became necessary to construct one. (The entire instrument can be found in Appendices C through G.)

Other questions were apparent. Some posed by Oppenheim (1966) and Babbie (1973) were: Who is to be surveyed? Will the respondents be approached more than once? How much cooperation can be expected? Many decisions had to be made before attempting to construct the questionnaire. Again, Oppenheim (1966) was helpful. He categorized decisions which had to be made prior to beginning to formulate the questionnaire. They were: method of data collection, methods of approaching respondents, sequence of questions, and whether to use pre-coded or free-response questions.

It was determined the method to be used for data collection would be the mailed questionnaire. Time, distance, and cost were factors which made personal interviews impossible. Since the entire population was being surveyed, the decision to seek the help of the executive officers and certain other selected members of the State Association of Intermediate School District Superintendents was made. The membership was asked to cooperate with the researcher in a letter from the President of their State Association. The need for research about the Intermediate School District in Michigan was also stressed by him as being vital to the organization.

Keller (1972) developed a survey format which Bell (1974) adapted to her study. Analysis of both instruments revealed that with appropriate alteration, the format could serve as a model for the data collection device required for this study. Closed-ended questions were used to provide uniformity and for ease of handling the data.

A simulated situation was developed for each function-threat agency combination. Respondents were asked to circle the degree of defense they would exert to maintain their performance of the function described in the simulation. The strength of defense was measured on a scale from one, no defense, to five, vigorous defense. The respondents were then asked to circle one of five responses which best represented the way in which they perceived that

they would react to the situation. These responses represented a range from aggressive behavior to retreating from the situation. An effort was made to avoid habitual selection by continually changing the order of the responses. For purposes of this study, equal distance was assumed between each choice for both the defense and aggression scales.

A discussion with Dr. Phillip Marcus, Professor of Sociology, Michigan State University, convinced the researcher that describing possible responses would serve as a better measure of how the respondents would react than would simply listing terms, such as aggression, cooperation, neutrality, cooperation, and retreat.

The instrument having been constructed, it became necessary to pre-test it. The entire instrument was pre-tested in three ways. First, the researcher met with personnel from Intermediate School Districts and administered the entire instrument on an interview basis. This activity helped to detect poor phrasing, identify ambiguous statements, and avoid confusing phrases. Modifications were made, and the second pre-test phase was implemented. This procedure consisted of asking six colleagues to self-administer the questionnaire and react to it in writing.

Phase three consisted of mailing the entire survey package to selected Intermediate School District administrators, other than Superintendents, in the exact manner

as would be followed in the actual survey process. Care was taken not to involve any of the population to be surveyed in the pre-test activity.

Procedure

Following the development of the instrument, it became necessary to determine whether to ask each participant to respond to all thirty simulations. The cooperative spirit which the researcher found in the members of the Association was responsible for the decision to send the entire instrument to all fifty-eight Intermediate School District Superintendents.

The instrument was mailed to each participant. Included in the mailing was a return envelope and a post-card addressed to the researcher. Each respondent was asked to sign his name on the card, date it, and return it. This allowed the researcher to determine who had completed and returned the instrument, while allowing for complete anonymity on the part of the respondents.

This initial mailing resulted in forty-one of the instruments being returned. A telephone contact was made with each of the nonrespondents, resulting in nine more surveys being returned. Personal contact and additional telephone calls resulted in the final eight being returned for a 100 percent response.

Information from the responses was then keypunched on data cards so that appropriate computer program analysis could be done.

Analysis

Analysis of the data was accomplished by using descriptive measures such as the mean, standard deviation, frequency distributions, scatter plots, and correlations. It was expected that patterns of response could be determined and appropriately analyzed through this procedure. The purpose of such analysis is to determine meaningful differences among the responses and to report them according to how these differences pertain to the following research questions:

1. Do the Michigan Intermediate School District Superintendents perceive the five functions tested to be part of their territory?
2. Can those functions considered by the Intermediate School District Superintendent to be most important to his role, position and authority be identified by the strength of defense exhibited in response to threat?
3. Can the threat agencies considered by the Intermediate School District Superintendent to be most influential upon his role, position and authority be identified by the strength of defense exhibited in response to threat posed by them?
4. Will an analysis of the manner in which the Intermediate School District Superintendents responded reveal behavior patterns designed to protect their role?

5. Will the results of the study help to describe and clarify the role of the Intermediate School District Superintendent as he perceives it?

Analysis of the data will be made in Chapter V and will be restricted to the population surveyed. As stated previously, on page 11, no attempt to generalize beyond the population will be made. The outcome will describe only the data collected and represent the manner in which respondents perceived they would react to the simulations included in the instrument.

Interpretations of results will be limited to those functions and threat agencies tested. This analysis will provide the data which make up Chapter IV, Findings.

CHAPTER IV

FINDINGS AND CONCLUSIONS

This chapter will present the data as they pertain to the research questions, relate the findings regarding each, and draw conclusions related to these findings. Chapter V will consist of a discussion of the implications of the conclusions and certain value judgments regarding the implications, as well as recommendations for further research.

Inferential statistics are inappropriate when dealing with the total population, as is done in this study. This analysis, therefore, is based upon consideration of descriptive statistics, such as mean scores and frequency distributions. Grand means such as those presented in Table 1 represent the central tendency, but in many cases do not portray an adequate description of the population. An examination of Table 2 helps to make the point. Function 3, Service, has a marginal mean of 3.64 which does not fairly represent the mean of 2.41 in T_3 , Constituent Superintendents. Neither does it represent T_6 , News Media, which had a mean of 4.47. Marginal means are helpful in macro analysis, but clarity and precision are provided by examination of the means of individual cells.

Other descriptive data which were found to be particularly helpful in analysis are the frequency distributions presented in Tables 1, 2, and 3. Examination of individual function-threat agency combinations reveals meaningful data for purposes of this research.

Research Question One--Do the Michigan
Intermediate District Superintendents
Perceive the Five Functions Tested
to Be Part of Their Territory?

Had the answer to this question been negative, there would have been no need for further analysis. The review of the literature provided evidence of territorial behavior in all forms of animal life. More specifically, the studies of Keller (1972) and Bell (1974) concluded that Elementary Principals and Public School Superintendents in Michigan would defend certain functions as part of their perceived territory. Since Intermediate School District Superintendents' experiential and academic backgrounds are similar to those of Elementary Principals and Local School District Superintendents, it was expected that they, too, would defend certain functions.

Determination of what results were meaningful was made on the basis of the scale of strength of defense as defined in Chapter I and in the survey instrument. A response of "1" indicates no defense, "2" will protect but not defend, "3" moderate--will defend mildly, "4" active--will defend in a determined manner, and "5" vigorous--will

defend to the full limit of all available resources. By definition a response of "3," "4," or "5" indicated various levels of defense. Therefore, a mean score of 3.0 or above was determined to meaningfully represent a function which the Michigan Intermediate School District Superintendent perceived to be within his territory.

The following table indicates the mean score for functions within all threat agencies in descending order.

Table 1.--Mean scores by function.

Function	Mean
1. Service	3.82
2. Evaluation	3.80
3. Regulation	3.68
4. Planning	3.64
5. Leadership	3.59

Each of the functions exceeds the threshold criteria for inclusion in the perceived territory. Any mean of 3.50 or above indicates active defense of these functions. The variation in strength of defense among the individual threat agencies will be presented in a later section of this chapter.

It might be concluded that providing service to the constituent districts and the evaluation of services and

programs sponsored by the Intermediate School Districts are seen by the Intermediate Superintendents as the most important part of their job.

Clustered very closely are the other three functions --regulation, planning, and leadership. It seems reasonable, then, to conclude that the five functions tested are a part of the territory of the Michigan Intermediate School District Superintendent. Given a choice of defending their continuation of these functions, or not defending, the Intermediate School District Superintendent in Michigan will defend each of them.

Further substantiation of this conclusion can be found by analysis of Table 2. Every function was defended when its loss was threatened by any of the six threat agencies, with one exception. When F_4 , Planning, was threatened by T_3 , Constituent District Superintendents, its mean was 2.41, which is below the threshold criteria of 3.00. However, a look at Tables 3 and 4 reveals that although the mean does not indicate strong defense, forty-three of fifty-eight Intermediate School District Superintendents would strongly defend their right to this planning function. These data support the conclusion that the Michigan Intermediate School District Superintendent possesses and will defend a territory. Further, the five functions tested are a part of that territory.

Research Question Two--Can Certain Functions
Be Identified as Most Important to the Role,
Position, and Authority of the Intermediate
School District Superintendent According
to the Strength of Defense Exhibited in
Response to Threatened Loss
of the Function?

Is there any differentiation of strength of defense among functions? Will certain functions be defended more vigorously than others? Can those functions which are most important to the Intermediate School District Superintendent be identified?

Answers to these questions are provided by presentation of the Function-Threat Agency Matrix displayed in Table 2. The mean scores represent the average of all choices from 1 to 5 on the defense scale. The threat agencies are identified as:

- T₁ -- State Board of Education
- T₂ -- Employee Labor Organizations
- T₃ -- Constituent School District Superintendents
- T₄ -- Ad Hoc Citizen Groups
- T₅ -- State Legislature
- T₆ -- News Media

The functions are:

- F₁ -- Evaluation
- F₂ -- Regulatory
- F₃ -- Service
- F₄ -- Planning
- F₅ -- Leadership

Table 2.--Function-threat agency mean scores.

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Mean
F ₁ *	3.85	4.23	3.20	4.16	3.79	3.56	3.80
F ₂	3.36	4.16	3.22	3.98	3.36	4.07	3.68
F ₃	3.45	4.47	3.02	4.04	4.00	3.96	3.82
F ₄	4.23	3.69	2.41	3.14	3.52	4.47	3.64
F ₅	3.02	4.23	3.36	3.14	4.00	3.83	3.59
Mean	3.58	4.15	3.04	3.69	3.73	3.98	

*See page 51 for an explanation of the abbreviations.

The data would have been more explicit had the means been consistent across all threat agencies. This was not the case. It appears that, in some instances, the stems provided for the respondents were situation specific and did not command equal importance to the Intermediate School District Superintendents across all threat agencies.

Examination of the relative positions will help to clarify this point. Function 3, Service, had the highest mean score, 3.82, within all threat agencies. Yet its position within the different threat agencies ranged from one to four. This function (F₃) had a mean of 3.45 for T₁, State Board of Education, falling below both F₄, Planning, and F₁, Evaluation. When the threat came from the Employee

Group, as was the case in the F_3 - T_2 combination, its mean was 4.47, which tied F_4 - T_6 as the most vigorously defended combination.

Another example of the inconsistent reaction to threat on the part of the respondents is seen in F_2 , Regulation, scores. The mean for this function was 4.16 when the threat came from the Employee Group (T_2). This was only fourth place in the T_2 group yet F_2 , Regulation, had a mean score of 4.07 which ranked second highest in the T_6 , News Media, group. The F_2 mean of 3.37 in response to threat from the State Legislature (T_5) was the lowest mean score in that group.

The conclusion which can be drawn from these data is that all five functions are important to the Intermediate School District Superintendent. Whether those most important to his role, position, and authority can be identified is not clear, except when related to a particular threat agency that is known. An example might be found in F_5 , Leadership, which had the lowest mean of all five functions, 3.59. Its mean score for T_1 , State Board of Education, was 3.02 and for T_4 , Citizens Groups, it was 3.14, both of which were lowest mean scores for their respective threat agency. The mean score of 4.23 ranked second among all T_2 scores, while the means of T_3 , Constituent District Superintendents, and T_5 , State Legislature, were 3.36 and

4.00, respectively, which were the highest mean scores for any of the functions.

Examination of the data in Table 2 indicates that the Intermediate School District Superintendents are not as defensive about a threatened loss of the leadership function (F_5) as they would be when faced with the loss of the other four functions. Yet, when constituent superintendents (T_3), state legislators (T_5), and employee groups (T_2) are involved, they want a position of leadership.

An analysis of the following frequency distributions may help to determine whether the functions most important to the role, position, and authority of the Intermediate School District Superintendent can be identified.

Table 3.--Strength of defense as indicated by responses of 4 and 5. (Total number of responses = 58).

	T_1^*	T_2	T_3	T_4	T_5	T_6	Mean
F_1^*	42	48	26	46	41	32	39.5
F_2	27	42	23	41	27	44	34.0
F_3	32	50	20	43	42	44	38.5
F_4	46	36	12	26	32	51	33.8
F_5	22	47	30	20	38	40	32.8
Mean	33.8	44.6	22.2	35.2	36.0	42.6	

*See page 51 for an explanation of the abbreviations.

Table 4.--Strength of defense as indicated by a response of 3. (Total number of responses = 58.)

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Mean
F ₁ *	5	3	15	5	8	17	8.8
F ₂	14	9	22	10	16	8	13.0
F ₃	9	4	17	6	8	6	9.5
F ₄	6	7	31	20	15	4	13.8
F ₅	19	4	11	14	6	7	10.1
Mean	13.8	5.0	17.8	10.0	10.2	6.0	

*See page 51 for an explanation of the abbreviations.

Table 5.--Strength of defense as indicated by a response of 1 or 2. (Total number of responses = 58.)

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Mean
F ₁ *	11	6	17	4	9	7	9.0
F ₂	17	4	13	6	15	6	10.1
F ₃	16	4	17	6	8	6	9.5
F ₄	6	7	31	20	15	4	13.8
F ₅	19	4	11	14	6	7	10.1
Mean	13.8	5.0	17.8	10.0	10.2	6.0	

*See page 51 for an explanation of the abbreviations.

Calculating an average of the number of respondents who selected either a four or five response places the functions in the following order (see Table 3):

1. Evaluation (F_1) -- 39.5
2. Service (F_3) -- 38.5
3. Regulatory (F_2) -- 34.0
4. Planning (F_4) -- 33.8
5. Leadership (F_5) -- 32.8

This ordering is the same as was presented in Table 1, except that the Evaluation and Service functions are reversed. When analyzing the numbers of respondents across threat agencies, one finds that the mean is not representative of individual responses in any of the groups.

An example of this is the case of F_1 , Evaluation. Sixty-nine percent of all respondents indicated active to vigorous defense. Only 44 percent, or twenty-six, chose to respond with a 4 or 5 when the function pertained to T_3 , Local Superintendents. The mean of 39.5 for functions within all threat agencies does not meaningfully represent the responses to T_3 .

To further illustrate this deviation from the mean, F_4 , Planning, while it ranked only fourth in importance with an overall mean of 33.8, was very important in relation to T_6 , News Media. Approximately 90 percent, or fifty-one of fifty-eight respondents, perceived that they would

actively or vigorously defend the planning function against encroachment by the media.

Analysis of Table 5 reveals further inconsistencies. The mean for F_4 , Planning, in Table 3 was 33.8, which indicates that over half of the Intermediate School District Superintendents defended that function actively to vigorously. Yet, thirty-one chose a "1" or "2" response (Table 5)--no defense--when the function was related to T_3 , Constituent District Superintendents. Thirty-one of the fifty-eight respondents want the Local Superintendents involved in Intermediate School District-wide planning.

The above analysis supports the earlier conclusion that additional information is needed in order to determine the importance attached to each function.

Table 6 is presented to further illustrate this point.

The planning function ranks first and third among the ten highest mean scores for functions. In the two previous rankings, however, it was fourth. Here, as in previous analyses, the influence of the threat agency is apparent.

The data support the conclusion that the answer to research question number two is no, because there is an interaction between the variables, function and threat agency, which affects the outcome. The extent of this

influence is predicated upon which combination of function and threat agency is operating in the conflict situation in question.

Table 6.--Ten highest function-threat agency combinations by mean.

Function-Threat Agency Combination	Mean
F ₄ , Planning -- T ₆ , News Media	4.47
F ₃ , Service -- T ₂ , Employee Groups	4.46
F ₄ , Planning -- T ₁ , State Board of Education	4.28
F ₁ , Evaluation -- T ₂ , Employee Groups	4.23
F ₅ , Leadership -- T ₂ , Employee Groups	4.23
F ₁ , Evaluation -- T ₄ , Citizen Groups	4.16
F ₂ , Regulatory -- T ₆ , News Media	4.06
F ₃ , Service -- T ₄ , Citizen Groups	4.05
F ₃ , Service -- T ₅ , State Legislature	4.00
F ₅ , Leadership -- T ₅ , State Legislature	4.00

Research Question Three--Can the Threat Agencies
Which the Intermediate School District Super-
intendent Considers Most Influential Be
Identified by the Strength of Defense
Exhibited Toward Perceived Threats
From the Agencies Included in
This Study?

The mean scores for the six threat agencies are as follows:

Table 7.--Mean scores by threat agency.

Threat Agency	Mean
1. Employee Labor Groups	4.15
2. News Media	3.98
3. Legislature	3.73
4. Citizen Groups	3.69
5. State Board of Education	3.58
6. Constituent Superintendents	3.04

As was the case in research question number three, the means do not present adequate information from which to draw conclusions. The relative positions of the threat agencies on each of the functions must be considered.

An excellent example of the possible misconception of the importance of mean scores is illustrated by analyzing T_1 , State Board of Education. The mean for T_1 across all functions was 3.58, which ranked as fifth most threatening of the six threat agencies. The mean of 3.02, for T_1

on the F_5 , Leadership, function was the lowest mean of the group. Intermediate School District Superintendents are not as defensive when faced with threatened loss of their leadership function to the State Department of Education as they are with any of the other four functions.

Considering this relatively low score in isolation might lead one to conclude that the State Board of Education is not considered a significant threat agency by the Intermediate School District Superintendent. Conversely, failing to realize that the 3.02 mean for T_1 pulls the grand mean for T_1 down may cause the reader to overlook the influence this agency is actually perceived to have upon the function of the Intermediate School District Superintendent in Michigan.

Reference to Table 3, Strength of Defense, further reinforces the conclusion that the threat agencies, as was true with functions, are situation specific. Broad generalizations as to level of influence upon the Intermediate School District Superintendent are not warranted based on these findings.

The mean of the number of respondents who selected either 4 or 5 and their rank is as follows (see Table 3):

1. Employee Group (T_2) -- 44.6
2. News Media (T_6) -- 42.6
3. Legislature (T_5) -- 36.0

- | | |
|--|---------|
| 4. Citizen Groups (T_4) | -- 35.2 |
| 5. State Board (T_1) | -- 33.8 |
| 6. Constituent Superintendents (T_3) | -- 22.2 |

This ranking is identical to that of the mean scores within all functions as displayed in Table 2.

There is some risk in making inferences based upon these data alone in that although T_3 , Local Superintendents, ranked lowest with a mean of 22.2, thirty of fifty-eight Intermediate School District Superintendents selected 4 or 5 for F_5 , Leadership. The mean, 22.2, does not represent the majority of the respondents. Over half of them would actively or vigorously defend the leadership function when its loss was threatened by constituent superintendents.

It is important to keep in mind that the mean merely represents the average of the scores of all respondents--it does not represent any one of them. The case of T_1 , State Board of Education, is a good example. The mean score, 33.8, ranked second lowest of all threat agency responses of 4 or 5. Dropping the lowest function score-- F_5 , Leadership--increases the mean to 38.9, which ranks third highest.

A final example of the problem which may be created by reliance upon mean scores across threat agencies is that, while 33.8 is the mean for the number of Intermediate School District Superintendents who selected either 4 or 5 for F_4 , Planning, it is also true that twenty individuals indicated that they would not defend this function at all when

the threat came from T_4 , Citizen Group. Analysis of the frequency distributions for strength of defense, Tables 3, 4, and 5, further supports the previously stated conclusion that the influence felt by the Intermediate School District Superintendent upon his role, position, and authority can not be determined by strength of defense across threat agencies alone. A function-threat agency interaction must be present in order to identify those functions perceived as being most important.

It becomes apparent that in order to identify which functions or threat agencies are considered most important or influential, one must know which combination of function and threat agency is being analyzed. Separate analysis will not yield meaningful information. Therefore, it is concluded that the territory of the Intermediate School District Superintendent in Michigan can not be determined by analysis of either function or threat agency as separate statistics. Both must be present and treated together.

Reference to Tables 3, 4, and 5, Frequency Distributions of responses to Function-Threat Agency Combinations, provides information for the following analysis.

The most influential function-threat agency combination is F_4 , Planning-- T_6 , News Media. Fifty-one of fifty-eight respondents selected either 4 or 5 to represent the strength of defense they would exert when loss of the planning function was threatened by the news media.

Second in influence was the F_3 , Service-- T_2 , Employee Group combination. Fifty of fifty-eight chose the "active" or "vigorous" response when the service function was threatened by the employee group.

Forty-eight felt they would actively or vigorously defend the evaluation function (F_1) when threatened by employee groups (T_2). Forty-seven chose a 4 or 5 response when leadership (F_5) was threatened by employee groups (T_2).

When analyzed together, the function-threat agency combinations which are most important to the Intermediate School District Superintendent can be identified in the following manner:

Table 8.--Rank of strength of defense by function-threat agency combination. (Data taken from Table 3.)

	T_1^*	T_2	T_3	T_4	T_5	T_6
F_1^*	3	1	6	2	4	5
F_2	5	2	6	3	4	1
F_3	5	1	6	3	4	2
F_4	2	3	6	5	4	1
F_5	6	1	4	5	3	2

*See page 51 for an explanation of the abbreviations.

Evaluation

Threatened loss of F_1 , Evaluation, raised active and vigorous responses (4 or 5) from 70 to 80 percent of the respondents in four of the function-threat agency situations. T_2 , Employee Groups, ranked first with forty-eight of fifty-eight in the 4 or 5 response category. T_4 , Citizen Groups, was next highest with forty-six, followed by T_1 , State Board of Education, with forty-two, and T_5 , State Legislature, with forty-one. T_3 , Constituent District Superintendents, had fewest high defense responses for the evaluation function (twenty-six). Of the five functions in the T_6 , News Media, category, F_1 had the lowest number of highly defensive choices.

Regulation

Three of the F_2 , Regulation, threat agency combinations indicated strong defense. T_6 , News Media, was highest with forty-four responses of 4 or 5; T_2 , Employee Groups, had forty-two and T_4 , Citizen Groups, forty-one. Intermediate School District Superintendents are less likely to defend in the F_2 , Regulatory, function against T_5 , State Legislature (twenty-seven 4 or 5 responses); T_1 , State Board of Education (twenty-seven); and T_3 , Constituent District Superintendents (twenty).

Service

Four of the F_3 , Service, threat agency combinations produced high levels of defense. T_2 , Employee Groups, was highest with fifty 4 or 5 responses; T_6 , News Media, had forty-four; T_4 , Citizen Groups, forty-three; T_5 , State Legislature, forty-two; and T_1 , State Board of Education, thirty-two. Constituent District Superintendents (T_3) were again lowest with twenty of fifty-eight responses in the "active" to "vigorous" category.

Planning

F_4 , Planning, had the largest number of 4 and 5 responses of any of the functions tested. In the T_6 , News Media, category fifty-one respondents chose 4 or 5. T_1 , State Board of Education, also had a large number of highly defensive responses, forty-six. This function had the smallest number of "active" or "vigorous" responses of any functions across T_2 , Employee Groups (thirty-six), indicating that the Intermediate School District Superintendents are less defensive about losing some authority over the planning function to employee groups than any of the other functions studied. It should be noted that thirty-six represents nearly 60 percent of the Intermediate School District Superintendents in Michigan and is still a considerable portion of the population. Less than half (twenty-six) selected the most defensive responses for T_4 , Citizen

Groups; and for the fourth time, the lowest number of defensive responses was for T_3 , Constituent District Superintendents. Only twelve of fifty-eight would actively or vigorously defend the planning function against threatened loss to local District Superintendents.

Leadership

F_5 , Leadership, produced the only exception to the response pattern for T_3 , Constituent District Superintendents. It should be recalled that for the Evaluation, Regulation, Service, and Planning functions, this threat agency received the lowest number of highly defensive responses. For the Leadership function, however, over half (thirty of fifty-eight) of the respondents perceived that they would actively or vigorously defend against T_3 . The Constituent District Superintendents were not the group most vigorously defended against for this function, however, ranking fourth behind T_2 , Employee Groups (forty-nine); T_6 , News Media (forty); and T_5 , State Legislature (thirty-eight). Those threat agencies least defended against were T_4 , Citizen Groups, and T_1 , State Board of Education, indicating, perhaps, that the Intermediate School District Superintendents look to them for leadership.

Research Question Four--Will Analysis of the
Manner in Which Intermediate School District
Superintendents Responded Reveal Behavior
Patterns Designed to Protect Their Role?

This section includes preliminary conclusions which are general in nature and represent certain consistencies and inconsistencies indicated by the data. It will be followed by an analysis of responses which form patterns of behavior of interest in answering this research question.

Tables 9, 10, 11, 12, and 13 present frequency distributions of responses to the survey instrument. The Intermediate School District Superintendents were asked to respond in the manner in which they perceived they would defend their territory in each simulated situation. Respondents were asked to select one of five responses representing behavior described as follows:

A response of "1" represents retreat, flight, avoidance, behavior which implies moving away from confrontation.

A "2" response implies cooperation, avoidance of confrontation through cooperation.

A response of "3" indicates neutrality, holding or temporization; waiting before acting, some moving away from conflict.

A "4" represents cooptive or deflective behavior designed to maintain control. It also indicates movement toward the conflict, an inclination toward confrontation.

A response of "5" indicates aggressive, confronting behavior intended to exert control as a means of resolving conflict.

Table 9.--Number of "1" responses.

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Total
F ₁ *	5	2	1	6	2	1	11
F ₂	9	2	0	2	8	3	24
F ₃	0	0	5	1	1	1	8
F ₄	2	1	2	5	5	1	16
F ₅	4	1	3	0	0	3	11
Total	20	6	11	8	16	9	70
Mean	4.0	1.2	2.1	1.6	3.1	1.8	

*See page 51 for an explanation of the abbreviations.

Table 10.--Number of "2" responses.

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Total
F ₁ *	4	19	21	47	38	35	164
F ₂	5	14	22	20	16	16	93
F ₃	12	15	12	43	11	9	103
F ₄	27	35	47	40	24	35	208
F ₅	20	17	10	17	25	10	99
Total	68	100	112	167	114	105	666
Mean	13.6	20.0	22.4	33.4	22.8	21.0	

*See page 51 for an explanation of the abbreviations.

Table 11.--Number of "3" responses.

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Total
F ₁ *	6	0	5	2	5	10	28
F ₂	15	11	2	7	0	2	37
F ₃	31	9	39	2	12	3	95
F ₄	6	1	0	4	0	12	23
F ₅	4	4	1	8	1	2	20
Total	62	25	47	23	18	29	204
Mean	12.4	5.0	9.4	4.6	3.6	5.8	

*See page 51 for an explanation of the abbreviations.

Table 12.--Number of "4" responses.

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆	Total
F ₁ *	36	7	30	5	10	8	96
F ₂	5	15	32	24	20	33	129
F ₃	13	14	0	5	7	43	82
F ₄	6	20	8	3	14	2	53
F ₅	30	23	39	33	21	41	187
Total	90	79	109	70	72	127	547
Mean	18.0	15.8	21.8	14.0	14.4	25.4	

*See page 51 for an explanation of the abbreviations.

Table 13.--Number of "5" responses.

	T ₁ [*]	T ₂	T ₃	T ₄	T ₅	T ₆	Total
F ₁ [*]	7	29	1	4	3	4	48
F ₂	24	14	2	5	13	4	57
F ₃	2	1	1	6	25	1	53
F ₄	17	1	1	6	15	8	48
F ₅	0	12	5	0	10	1	28
Total	50	57	27	21	76	18	249
Mean	10.0	11.4	5.4	5.2	15.2	3.6	

*See page 51 for an explanation of the abbreviations.

Preliminary Conclusions

Table 9 shows the number who perceived they would retreat or relinquish control of function when threatened. Very few Intermediate School District Superintendents indicated they would willingly give up any of the functions tested. F₂, Regulation, had only nine responses of retreat or flight to threatened loss of the regulatory function from the State Board of Education (T₁). Eight such responses occurred in that same function for T₅, State Legislature. One might conclude that those respondents would like the Department of Education or the legislature to contract some other agency to implement the State School Code.

Table 13 represents the number of Intermediate School District Superintendents who said they would behave in a confronting manner to threatened loss of functions. There is no general pattern of extreme aggressiveness. A notable exception is found in F_1 , Evaluation. Exactly half of the population said they would respond in an openly aggressive manner when their regulatory function was threatened by T_2 , Employee Groups.

The result of the F_2 , Regulation-- T_1 , State Board of Education, combination, with twenty-four selecting the most aggressive action, was unexpected by the researcher in light of the number (nine) who chose the least aggressive choice for that combination (Table 9). The F_3 , Service, function also had one threat agency for which open confrontation was indicated by a large number of the population. This was the F_3 , Service-- T_3 , Constituent District Superintendents, combination. Twenty-five Intermediate School District Superintendents chose the most aggressive behavior in this case.

The other exception to the pattern of relatively few openly aggressive choices was the F_4 , Planning-- T_1 , State Board of Education, interaction. Seventeen people chose the most aggressive response for this combination. Nearly one-third of the population will react aggressively to perceived State Board intrusion into their planning function.

A look at Table 11 immediately gives the impression that the Intermediate School District Superintendents are not likely to "wait and see" or "avoid confrontation" when their role, position, or authority is in danger of being eroded. The area of service was the one exception. F_3 , Service, when threatened by T_1 , State Board of Education, had a "wait and see" response from thirty-one persons, nearly 55 percent of the population. The same function (F_3) yielded thirty-nine such choices, or 67 percent of the population, for T_3 , Constituent District Superintendents. The researcher proposes that the Intermediate School District Superintendents have worked closely with both groups and have decided that waiting and watching, or "holding," in such conflict situations usually results in favorable resolutions to the problems.

Fifteen of the fifty-eight Intermediate School District Superintendents indicated a "do nothing" behavior for the F_2 , Regulation-- T_1 , State Board of Education, combination. This is more akin to the pattern in Table 9, where nine said they would avoid the issue. Together the total of twenty-four represents over 40 percent of the population and reveals a large group who will express little opposition to encroachment by the State Board in the regulatory function.

Further inconsistencies in response are identified in the data shown in Table 10. While thirty-five to forty

respondents would cooperate in an effort to maintain F_1 , Evaluation, in interactions with T_4 , Citizen Groups; T_5 , State Legislature; and T_6 , News Media; only four would behave in a cooperative manner when threat came from T_1 , State Board of Education.

F_3 , Service, also manifests an interesting pattern of response. Very few (nine to fifteen) Intermediate School District Superintendents would cooperate when loss of F_3 , Service, was threatened by five of the six threat agencies tested. When this function was threatened by T_4 , Citizen Groups, however, forty-three stated their willingness to cooperate. The data seem to suggest that Intermediate School District Superintendents seek input from patrons and parents when determining services to be provided.

F_3 , Service, seems to be the function which manifests the most inconsistent response patterns. Table 12 reveals that, while not a single Intermediate School District Superintendent chose to respond in a deflecting or cooptive manner to the F_3 , Service-- T_3 , Constituent District Superintendents, interaction, forty-three would do so when the situation involved T_6 , News Media.

Behavior Patterns

The frequency distributions (Tables 9, 10, 11, 12, and 13) and the combined "4" and "5" responses represented in Table 14 provide data which suggest that patterns of

behavior which are designed to protect the role, position, and authority of the Intermediate School District Superintendent do exist.

Table 14.--Number of respondents indicating aggressive behavior by selecting a "4" or "5" response.

	T ₁ *	T ₂	T ₃	T ₄	T ₅	T ₆
F ₁ *	43	36	31	14	13	12
F ₂	29	29	34	29	33	37
F ₃	15	15	1	11	32	44
F ₄	23	21	9	9	29	10
F ₅	30	35	44	33	31	42

*See page 51 for an explanation of the abbreviations.

F₄, Planning, appears to be a function for which the participants felt a strong need to cooperate. Between twenty-four and forty-seven respondents chose activities defined as those leading to cooperation (Table 10). The two lowest totals occurred in T₅, State Legislature, and T₁, State Board of Education. This may be indicative of a less cooperative attitude toward those agencies.

Threatened loss of the leadership function brought the most aggressive reaction. Well over half (between

and forty-four of the fifty-eight respondents) said they use confronting or coopting behaviors to maintain control of F_5 , Leadership. They perceive themselves as educational leaders and will exert considerable effort to retain that function against all of the threat agencies studied.

A pattern of particular interest to the researcher is found in the regulatory function responses. While it was one of the least defended, it is the function which reveals the second highest level of aggression. A consistent pattern of between twenty-nine (50 percent of the population) and thirty-seven (64 percent) indicated aggressive, deflective, or controlling behavior for all threat agencies when F_2 , Regulation, is threatened (Table 14).

The service function demonstrated a diverse pattern of response. Forty-four (76 percent of the population) said they would confront the news media (T_6) when threatened with the loss of F_3 , Service, by that group, while only one respondent expressed aggressive behavior toward the local district superintendents (T_3). A low number, less than 25 percent, responded in a confronting manner toward T_1 , State Board of Education, and T_2 , Employee Groups.

Two patterns emerged from the responses relative to the evaluation function. The State Board of Education (T_1), employee groups (T_2) and local superintendents (T_3) elicited similar responses from the Intermediate School District Superintendents. Forty-three, thirty-six, and thirty-one

participants, respectively, perceived their behavior in defense of F_1 , Evaluation, to be very aggressive toward these three groups. For the other threat agencies, Citizen Groups (T_4), State Legislature (T_5), and News Media (T_6), less than 25 percent responded aggressively. This gives some index of the convictions held by Intermediate School District Superintendents. They will react aggressively to maintain their right to fulfill the evaluation function when T_1 , T_2 , and T_3 are involved.

Other patterns of interest can be identified. T_1 , Constituent District Superintendents, scores reveal two distinct trends. Where the evaluation, regulation, and leadership functions are concerned, the participants will behave in very aggressive and controlling manners. They will, on the other hand, be cooperative or remain neutral when the situation pertains to the service and planning functions. These data strongly suggest that the Intermediate School District Superintendent wants direction and cooperation from the local district superintendents in planning for the needs of the districts and determining which services should be offered.

The news media (T_6) also yielded two distinct patterns of response. When threatened loss of the evaluation and planning functions came from the news media, less than 20 percent responded aggressively, thirty-five respondents chose a cooperative form of behavior, and ten said they

would "wait and see." However, when their ability to perform their regulatory function was in question, two-thirds of the Intermediate School District Superintendents responded aggressively.

Generally, the citizen groups did not evoke aggressive responses from the participants in this study. In the case of the regulatory and leadership functions, however, over half of them chose responses of high aggression. Apparently, a need is felt to let citizens know that the Intermediate School District does possess authority as it pertains to the State School Code.

Approximately half responded in a confronting manner to the State Legislature's threat to the regulatory, service, planning, and leadership functions. Only thirteen participants said they would react aggressively to loss of the evaluation function to this threat agency. Table 10 implies a rather cooperative spirit, with thirty-eight responses in the F_1 , Evaluation-- T_5 , Legislative, cell.

Behaviors in response to threat from Employee Groups (T_2) illustrate an interesting dichotomy. Although this group yielded the highest defense scores, there were very few who perceived they would respond aggressively. It appears that input from such groups is desirable in terms of the planning and service functions. Only half of the respondents would confront this group over loss of the evaluation, regulatory, or leadership functions.

The State Board of Education scores showed considerable diversity. While loss of the regulatory function to this threat agency (T_1) yielded the second highest number of extremely aggressive reactions (twenty-four), it also had the highest number of those who would retreat from any conflict for that function. The indication, to this researcher, is that there are a number of Intermediate School District Superintendents who see a place for State Board of Education involvement in evaluation of programs in the Intermediate School District, and a larger number who do not want them (State Board) to become overtly involved in this activity.

Research Question Four--Conclusions

Analysis of the data regarding the manner in which the participants in this research project responded suggests the following conclusions regarding behavior patterns designed to protect the role of the Intermediate School District Superintendent.

1. Very few Intermediate School District Superintendents will retreat or take flight in a conflict situation involving any of the function-threat agency combinations tested (see Table 9).

2. Intermediate School District Superintendents are generally not openly aggressive in their efforts to maintain their territory. They tend to use deflection or other behavior patterns intended to maintain control without confrontation.

3. The Intermediate School District Superintendents are not likely to remain neutral when faced with conflict. Except in cases where it seems wise to wait and see how things develop, they will take a position.

4. Intermediate School District Superintendents will not act aggressively to defend their planning and service roles against encroachment by the State Board of Education.

5. The Intermediate School District Superintendents will seek input from citizens and constituent school district superintendents to help determine needed services within the Intermediate School District.

6. Intermediate School District Superintendents will behave in a cooperative manner in an effort to retain their planning function.

7. When any threat of loss of the leadership function is perceived, Intermediate School District Superintendents will defend with aggressive behavior.

8. Intermediate School District Superintendents will act aggressively when defending their regulatory function.

9. Michigan Intermediate School District Superintendents will cooperate, or wait for further developments before acting, when their service or planning functions are threatened by constituent district superintendents. They will, however, react very aggressively toward that group

when continuation of the regulation or leadership functions is threatened by them (see Table 13).

10. When citizen groups threaten the regulatory or leadership function, the Intermediate School District Superintendent will react aggressively.

11. Generally, the Intermediate School District Superintendents will not behave as aggressively toward threat from employee groups as they will from others.

Research Question Five--Will the Results of
the Study Help to Describe and Clarify the
Role of the Intermediate School District
Superintendent as He Perceives It?

The answer to this research question is positive. The data support the conclusion that the five functions tested in this research are a part of the perceived role of the Intermediate School District Superintendent in Michigan. The following helps to further clarify that role.

Regulation

This function can be described as "providing assurance to all concerned parties that students in the district are receiving the services prescribed by the State School Code." Although this was not one of the most strongly defended functions, it is considered important and any attempt to remove it from the Intermediate School District Superintendent's responsibility would be met with aggressive behavior.

Service

The "service organization" image is perceived as an important part of the role of the Intermediate School District Superintendent. This was the function most strongly defended, indicating that it is considered to be the most important part of the role of the Intermediate School District Superintendent.

Planning

Planning in order to make the right decisions which improve organizational performance is an important element of the role. The data imply that, more than any of the functions tested, planning was considered a responsibility to be shared with the constituent district superintendents and citizens of the district. Intermediate School District Superintendents perceive their role to include assessing the needs of the district through involvement of the recipients of their services.

Evaluation

Evaluation nearly equaled service as the most important function tested. Intermediate School District Superintendents do not randomly implement new programs; neither do they abide continuation of old programs simply because they are currently operative. Assessing progress toward goals and determining congruence between performance

and objectives is perceived as one of the most important aspects of the Intermediate School District Superintendent's role.

Leadership

The Intermediate School District Superintendents see themselves as the educational leaders of their districts. This is especially true as it relates to the constituent district superintendents, employee groups, and news media. They perceive their role to include activities which will help others make more effective decisions.

Summary of the Findings and Conclusions

1. The Intermediate School District Superintendent possesses and will defend a territory which includes, but is not necessarily limited to, the five functions tested in this research.

2. Those functions considered by the Intermediate School District Superintendents to be most important to their role, position, and authority can not be identified by strength of defense alone. Strength of defense is situation specific and requires analysis of the interaction between function and threat agency.

3. Identification of the most influential threat agencies requires an analysis of function-threat agency combinations in order to obtain meaningful results.

4. Identifiable response patterns do reveal behavior patterns designed to protect the role and function of the Intermediate School District Superintendent.

5. The results of this study provide valuable insights into the perceived role of the Intermediate School District Superintendent. These insights help to describe the role as perceived by the population, and to further clarify the function of the organization.

Chapter V will discuss the implications and conclusions drawn from the data and make recommendations for further study.

CHAPTER V

IMPLICATIONS, VALUE JUDGMENTS, AND RECOMMENDATIONS

Chapter IV provided the findings and conclusions which form the basis for the implications and recommendations in the chapter.

An interest in the role of the Intermediate School District and its Superintendent prompted this study. The researcher takes the license, therefore, to present some insights regarding the conclusions reached.

It was expected that the answer to the first research question would be positive. Keller (1972) and Bell (1974) both concluded that the school administrators they studied did possess and would defend a territory. Any observer of human nature would expect the same to be true of the Intermediate School District Superintendent. The toothbrush is identified by color as a means of protecting loss of its exclusive use. Man also fences his property to keep out intruders. Examples of territoriality are all about us.

The question of which functions and threat agencies would elicit the strongest manifestation of territoriality was of interest, and has implications for students of education.

The next question which seemed obvious and was of interest to the researcher was, "How will they defend?" Will patterns of behavior become apparent when certain functions are threatened, or when a particular threat agency is involved? The answer to these questions was not anticipated by the researcher. It does, however, have implications for the Intermediate School District Superintendents and for the various threat agencies included in this study.

It is not implied that the population studied represents a particularly threatened group of people. The use of the combination of function and threat was found to be the vehicle by which the researcher felt role identification could best be done.

It seems reasonable to examine the implications as they pertain to the six threat agencies studied.

Implications

General Implications

First, any group or agency that tries to eliminate any portion of the perceived role of the Intermediate School District Superintendent in Michigan should expect to meet with resistance.

Second, the pattern of behavior exhibited in defense of their role is not likely to be one of open aggression. Deflection, cooptation, or manipulation are more likely to be the overt response than open confrontation.

Third, the behavior pattern which resulted from reaction to the simulations implies that the Intermediate School District Superintendents are "action" people. They are unlikely to remain neutral--they are more likely to make things happen.

Specific Implications

Studying the data as they pertain to individual threat agencies reveals several implications of interest to this researcher.

The State Board of Education would not generate aggressive behavior from the Intermediate School District Superintendents, should it threaten their planning or service functions. This implies that they perceive the best results to come from cooperation as opposed to confrontation. The State Board of Education as a threat agency provided one of the two highly unusual patterns of response for the service function. Thirty-one respondents selected the "wait and watch" behavior. It occurs to the researcher that the Intermediate School District Superintendents do not overreact to threats from the State Board, the implication being that if one waits, the problem has a way of resolving itself. Many experts proclaim new answers to old problems; yet the nearer one is to the situation, the better seem the solutions.

When the State Board threatens to remove evaluation from the role of the Intermediate School District

Superintendent, considerable aggressive behavior will result. If the State Board desires cooperation in the area of evaluation of programs, they must allow control of this function to remain with the Intermediate School District.

The strength of defense exhibited toward employee groups was the strongest of any of the threat agencies. The small amount of aggression in the response to them led the researcher to conclude that Intermediate School District Superintendents will not behave as aggressively toward them as they will toward others. The implication is that, while they are very defensive toward this group, the most effective way to deal with them may be to cooperate and avoid confrontation.

When threatened loss of function comes from the constituent district superintendents, the strength of defense was the lowest of all threat agencies tested. When the leadership function was involved, however, the Intermediate School District Superintendents became openly aggressive. Planning and service functions reveal a high level of cooperation. It appears that input from local superintendents is desirable, but may often be stifled because of the Intermediate School District Superintendent's strong need to be the educational leader in his district.

Parent groups elicited defensive reactions, but not aggressive behavior patterns, from the respondents. This was also the case for employee groups. Intermediate School

District Superintendents apparently feel that to confront citizen groups is a mistake and that public relations are an important part of their role.

The pattern of behavior most often occurring when dealing with the State Legislature may be described as confronting, yet cooptive. The legislature evoked a considerable defensive reaction and also brought about more aggressive responses than most of the threat agencies. The Intermediate School District Superintendents should be aware of their perceived aggressive feelings toward State Legislators, and react accordingly.

When the leadership and service functions are threatened by the news media, open aggression was selected by most respondents. Confrontation was the behavior expected when the regulatory function was threatened by the news media. Over 70 percent of the population would use cooptive or aggressive behavior to protect these three functions when threatened by this group. Most Intermediate School District Superintendents are sensitive to media criticism and efforts should be made to establish good working relationships with the press in their respective districts.

Finally, it is of interest to note that, while it was concluded that functions could not be determined by strength of defense without consideration of the threat agency involved, two functions elicited confronting and aggressive

responses from over half of the Intermediate School District Superintendents for all threat agencies. Regulation and leadership, when defended, will be defended aggressively regardless of the threat agency. These functions (regulation and leadership) are viewed by Intermediate School District Superintendents as an important part of their role and probably occupy much of their time. They need to be aware of any sensitivity to criticism regarding their performance of these functions, and not allow this to interfere with their jobs.

Value Judgments

This researcher believes that, in order to be effective, Intermediate School District Superintendents must think of themselves as leaders. They must be risk takers. This is not to imply that they must be aggressive at all times, but rather be able to admit weaknesses and accept suggestions and direction from whatever source will best provide for the needs of the students in their intermediate districts.

The Intermediate School District Superintendent, perhaps more than any other school administrator, must be service oriented and sensitive to those students whose needs are not being met in their local districts. They are in a position to make decisions which affect far more students than most school administrators.

Intermediate School District Superintendents have to be flexible enough to deal with pressures from the State Board of Education and the State Legislature on the one hand, and the constituent districts on the other, while keeping their organization moving in a manner which provides the best service for their students.

The researcher regrets having to employ concepts such as defense, threat, aggression, conflict, and confrontation. However, these are institutionalized terms in the field of sociology which are used in the study of behavior, and provide the desired information. The framework of the research was not intended to be negative, but rather the most scientific method of studying the role and function, as well as a description of behavior patterns exhibited in maintaining the perceived role, position, and authority of the Intermediate School District Superintendent.

Recommendations for Further Study

There continues to be a place for additional study regarding the effects of territoriality on school administrators. Review of the literature reveals many implications for education. Keller (1972) and Bell (1974) encourage further examination of this topic. That recommendation is applauded and reinforced here.

The following recommendations are a product of the implications of this research:

1. An investigation of the relationships between the State Board of Education and the Intermediate School District in an effort to further define roles, thereby reducing conflict.

2. Study to determine the number of programs proposed by the Michigan Department of Education which have been implemented in Intermediate School Districts in any given year.

3. Study to determine whether management-employee relations are more positive in Intermediate School Districts than in local public schools.

4. Investigation of the reasons for the relatively high strength of defense which the Intermediate School District Superintendents exhibited toward employees while, at the same time, perceiving their own behavior patterns to be cooperative.

5. Study of the expectations the public school superintendents have for the Intermediate School District Superintendent.

6. Study of public awareness of the role of the Intermediate School District Superintendent.

7. Investigation of the interpretation of the role of the Intermediate School District Superintendent by State Legislators.

8. Study to identify public relations programs being conducted in Intermediate School Districts and K-12

school districts in Michigan, or nationally, to improve public awareness of the functions performed by the Intermediate School District.

9. Comparing the perceived behavior of local district superintendents to that of secondary school principals regarding their reaction to threatened loss of function from various threat agencies.

10. Study of the characteristics of a successful Intermediate School District Superintendent--a successful local district superintendent.

11. Longitudinal study comparing Intermediate School District Superintendents' perceived reaction to threat and actual behavior in that situation.

APPENDICES

APPENDIX A

LETTER

APPENDIX A

LETTER

September 20, 1974

Dear Colleague:

Many times the question "What do they do anyway?" is directed toward Intermediate School Districts by other educators and by the general public. Mr. David M. Blomquist is trying to answer this question by first trying to determine which functions now fulfilled by the Intermediate School District Superintendent are most important to him, and secondly by trying to determine how he will react to agencies which threaten those functions.

The enclosed questionnaire poses hypothetical situations similar to those you may be facing daily. The instrument is made up of thirty simulations and should take about forty-five minutes of your time to complete. Your response is vital since we are including in the study all Intermediate School Districts in the State of Michigan. Researching the total population requires a complete return.

Mr. Harry Moulton, President of the M.A.I.S.A., has given his approval of the project and has been very helpful in its development. He has asked for, and will receive, a copy of the completed doctoral dissertation for the M.A.I.S.A. files.

The data will be handled in a professional manner, and you can be assured that no individual will be identified or quoted in any way.

If there are any questions you wish to ask about this project, please call me.

Sincerely,

Alexander J. Kloster
Associate Professor

AJK/lh

APPENDIX B

DIRECTIONS AND INFORMATION

APPENDIX B
DIRECTIONS AND INFORMATION

PLEASE READ THIS CAREFULLY BEFORE RESPONDING TO THIS INSTRUMENT.

This study seeks to do two things: (1) Identify the importance Intermediate School District Superintendents attach to each of five basic functions which they perform by the level of strength they would exert to defend continuation of that function, and (2) To identify the way in which the Intermediate School District Superintendents will respond to the possibility of losing their decision-making role with respect to certain functions.

Please note that you are not to sign your name on the survey. It is not coded in any way which would permit your identification. In order to preserve its anonymity, yet enabling us to follow up with a reminder to nonrespondents, we have enclosed a stamped postcard to identify superintendents who have completed and returned the survey. Follow-up reminders are costly, but necessary because every individual response is very important to insure validity and accuracy of our results. An addressed and stamped return envelope is included for your convenience.

Enclosed is a series of thirty simulated situations, each based on one of the Intermediate School District Superintendents' major job responsibilities. Each situation is meant to represent a threat to your continued decision-making role regarding that function.

You are asked, first, to circle the one number which best represents the strength you would exert to retain your present role

in regard to that function:

- 1 -- No defense, will not defend at all.
- 2 -- Some, will protest slightly.
- 3 -- Moderate, mild defense.
- 4 -- Active, will defend in a determined manner.
- 5 -- Vigorous, will defend to full limit of resources.

Secondly, you are asked to circle the one number representing the statement which more nearly represents the manner in which you would react to that simulated situation. Please try to respond as though these simulations were actually occurring in your district.

The following definitions will be used for purposes of this study:

1. Regulatory function. Those activities of the Intermediate School District Superintendent which involve the enforcement of Michigan School Law.
2. Service function. Those activities of the Intermediate School District Superintendent which lead to providing services to local districts which they cannot, or choose not to, implement independently.
3. Planning function. Those activities of the Intermediate School District Superintendent which lead to action. Planning in this context is performance oriented, making right decisions which tend to improve the condition and performance of the organization.
4. Evaluative function. Those activities of the Intermediate School District Superintendent which assess progress toward goals. Determining congruence between performance and organizational goals and objectives.
5. Leadership function. Those activities of the Intermediate School District Superintendent which guide the Intermediate School District Board of Education and lead local district personnel toward making effective decisions and seeking more effective performance.

Please complete this questionnaire as soon as possible. We need to have it returned by October 4, 1974, if at all possible.

APPENDIX C

EVALUATION SIMULATIONS

- I State Board
- II Employee Groups
- III Constituent School District Superintendents
- IV Citizen Groups
- V State Legislature
- VI News Media

APPENDIX C
EVALUATION SIMULATIONS

EVALUATION OF SERVICES AND PROGRAMS WITHIN THE INTERMEDIATE SCHOOL DISTRICT IS ONE OF YOUR IMPORTANT FUNCTIONS. THE ACTIONS DESCRIBED BELOW COULD AFFECT YOUR FUTURE INVOLVEMENT WITH THIS FUNCTION. PLEASE RESPOND TO THE FOLLOWING HYPOTHETICAL SITUATIONS INVOLVING EVALUATION.

I. "A recommendation by one State Board of Education member is to assign a Department of Education staff person to each Intermediate School District. His job would be to evaluate Programs and Services to local districts. This recommendation is gathering support in the State Board Office. The feeling among the State Board staff is that they should take this over since many Intermediate School Districts would prefer this to hiring or training their own evaluation staff."

A. Please CIRCLE the one number below which indicates the degree to which you will defend the retention of your evaluatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call them and point out concerns of the Intermediate School District.
2. Call them and tell them they are "going too far."
3. Agree with the essence of the premise.
4. Offer support to the idea.
5. Wait and watch; it will probably die for lack of interest.

II. "The teacher association representatives are dissatisfied with current methods of evaluating Intermediate School District itinerant teachers. They want financial support, in the form of released time, for members of the Association to evaluate its members. This written evaluation would become part of the teachers' personnel file with the Intermediate School District."

A. Please CIRCLE the one number below which indicates the degree to which you will defend the retention of your evaluatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Tell them evaluation is our job and we will do it!
2. Comply; it seems reasonable.
3. Ignore it; wait for it to "blow over."
4. Offer to have them help set up future evaluation procedures.
5. Agree to study the proposal.

III. "The organization of constituent school district superintendents has informed you that they are dissatisfied with certain programs sponsored by the Intermediate School District. They believe that poor evaluation techniques have resulted in continued funding of ineffective programs. Their concern over this weakness in your organization has prompted them to pressure you to perform your evaluation of such programs according to a method they are designing."

A. Please CIRCLE the one number below which indicates the degree to which you will defend the retention of your evaluatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Tell them to run their own shop and stay out of yours!
2. Accept their plan as a good solution.
3. Work with them in implementing their program.
4. Offer to listen to advice, but retain the function.
5. Determine the issues and wait for the right time to react.

IV. "The State Association for Parents of Handicapped Children passed a resolution which criticizes teacher evaluation methods used in Intermediate School Districts throughout the state of Michigan. It further states, 'Members are urged to inform their Intermediate School District Superintendent about the organization's intent to institute a classroom teacher evaluation system for all Special Education programs in the Intermediate School District.'"

A. Please CIRCLE the one number below which indicates the degree to which you will defend the retention of your evaluatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Meet with them to try to head it off.
2. Assign staff to study the situation.
3. Let them do what they want to.
4. Invite representatives to discuss evaluation.
5. Inform them that they have no business in the classroom.

V. "A bill before the House would bring an outside firm into the process of evaluation of Intermediate School District programs. Floor debate indicates a concern on the part of legislators that ineffective programs continue to operate, thereby wasting tax dollars."

A. Please CIRCLE the one number below which indicates the degree to which you will defend the retention of your evaluatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Wait on this; "Measure water depth before diving in."
2. Get on it; this is one more attempt at "State take-over."
3. Let them do it; we can use the help.
4. Invite legislators to review current evaluation processes.
5. Get with colleagues to formulate a plan.

VI. "The television station with widest coverage in your area editorially supports the position the teachers have taken on evaluation. The exact quote was, 'Teachers have the right to fair evaluation reports which are not generated out of an attempt to discredit their teaching, which is our assessment of current evaluation techniques.'"

A. Please CIRCLE the one number below which indicates the degree to which you will defend the retention of your evaluatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call the station and demand equal time.
2. It is ridiculous; ignore it!
3. Wait for public reaction before doing anything.
4. Call the station to arrange to meet with the station manager.
5. Let it pass and hope nothing comes of it!

APPENDIX D

REGULATION SIMULATIONS

- I State Board
- II Employee Groups
- III Constituent School District Superintendents
- IV Citizen Groups
- V State Legislature
- VI News Media

APPENDIX D
REGULATION SIMULATIONS

ONE OF YOUR FUNCTIONS IS ENFORCEMENT OF SCHOOL LAW AS AN AGENT OF THE STATE BOARD OF EDUCATION. THE ACTIONS DESCRIBED BELOW COULD AFFECT YOUR FUTURE INVOLVEMENT WITH THIS FUNCTION. PLEASE RESPOND TO THE FOLLOWING HYPOTHETICAL SITUATIONS REGARDING THE REGULATORY FUNCTION.

I. "The State Board of Education announced their intention to relieve the Intermediate School District of its role in enforcement of the State School Code. The plan includes expanding their staff to accommodate this change in their role."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your regulatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Wait and watch for further developments.
2. If they want this one, it's O.K. with me.
3. Contact them to try to head it off.
4. Get Intermediate School Districts organized to stop them.
5. Offer help to get it going.

II. "The daily newspaper with widest circulation in your district editorialized about the 'relaxed' manner with which you audit school enrollments. The article hinted that you may be playing 'footsie' with certain constituent districts. It stated further that a private auditing firm should be hired to handle this task."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your regulatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Write a rebuttal for immediate publication.
2. Call the editor and arrange a meeting to visit about the article.
3. Ignore it; it probably won't be a problem.
4. Wait for public reaction before doing anything.
5. Publish an article outlining all such audit procedures.

III. "A Bill before the Senate would remove the regulatory function from your office."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your regulatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Work hard at defeating the Bill!
2. Assume its passage to be best for everyone.
3. Meet with a group of Senators to explain procedures.
4. Wait for action; if it passes the Senate, try to defeat it in the House.
5. Contact colleagues to formulate a plan of action.

IV. "The organization of constituent school district superintendents voiced their dissatisfaction with the manner in which your regulatory function is being performed. They are investigating alternate methods of satisfying this requirement of State law."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your regulatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Investigate their reasons for dissatisfaction and change accordingly.
2. Get on their next agenda and tell them to do their own job.
3. Assume that it is too late to do anything.
4. Wait and watch; it will probably "fizzle out."
5. Offer help to study alternatives.

V. "The recently formed statewide Committee for Career Education doubts the attendance figures reported by your staff in certain of the constituent districts. Implications are that padded records may yield more services to some areas."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your regulatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call their president and tell him you want to be on their next agenda to explain your position.
2. Ignore the charge; let someone else worry about it.
3. Tell them they had better be able to support such allegations, or keep quiet!
4. Immediately institute an "inhouse" investigation.
5. Wait for further developments before reacting.

VI. "Representatives of the Intermediate School Districts teachers' organization are critical of the effectiveness of the regulatory function you perform and are demanding involvement in audits of constituent district enrollment figures and days and clock hour reports.

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your regulatory function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you will respond.

1. Invite representatives to help you.
2. Ignore it as a ridiculous demand; don't even honor it by reacting.
3. Wait and see how serious they are.
4. Appoint a joint committee to study the matter.
5. Accept their demand as reasonable.

APPENDIX E

SERVICE SIMULATIONS

- I State Board
- II Employee Groups
- III Constituent School District Superintendents
- IV Citizen Groups
- V State Legislature
- VI News Media

APPENDIX E
SERVICE SIMULATIONS

SERVICE TO LOCAL DISTRICTS IS A FUNCTION OF THE INTERMEDIATE SCHOOL DISTRICT. THE ACTIONS DESCRIBED BELOW COULD AFFECT YOUR FUTURE INVOLVEMENT WITH THIS FUNCTION. PLEASE RESPOND TO THE FOLLOWING HYPOTHETICAL SITUATIONS REGARDING SERVICE.

I. "The State Superintendent of Public Instruction announced that a discussion held at a recent State Board of Education meeting indicated strong support for his recommendation that mandatory In-Service Education be provided through 'Teacher Centers' located in Intermediate School Districts under the direction of the Department of Education."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your service function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Instruct lobbyists to get on this one!
2. Study the situation and wait for further developments.
3. Assume that it's too late to do anything.
4. Call Porter and tell him to back off!
5. Call Porter and offer staff to help get it going.

II. "You did not attend a recent meeting of the constituent local superintendents where they decided to contract with personnel from the local university to provide In-Service Education for mathematics instruction in the local districts. The reasons for this decision included their dissatisfaction with programs you have sponsored in the past."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your service function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Meet with the president of the organization to offer help with arrangements.
2. Assume it was their right to do this and let it pass.
3. Call a special meeting to head this off.
4. Study reasons for dissatisfaction to prevent future failures.
5. Try to get on the planning committee.

III. "The State Association of Parents of Handicapped Children voted to encourage legislation which would require Association approval before any Special Education programs could be implemented within any Intermediate School District."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your service function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one statement below which most nearly reflects the manner in which you would respond.

1. Invite local representatives of the organization to attend your meetings on Special Education programming.
2. Pressure legislators to ignore them.
3. Wait for further developments.
4. Don't worry about it; parents should be involved.
5. Appoint a committee to determine our best move.

IV. "Negotiators for the Intermediate School District teachers' association are demanding that their union have a majority representation in any group which contemplates decision about services to local districts. They feel your decisions have not brought about programs which meet the needs of their membership or those of the local districts."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend retention of your service function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Counter with an offer to "ask the union for suggestions."
2. Accept their demand; it does affect them.
3. Appoint a joint committee to study this proposal.
4. Refuse to consider such an absurd proposal.
5. Agree to consider the proposal.

V. "A Bill which just passed the House is now being debated in the Senate which says, in essence, Career Education services shall be provided for all local districts in Michigan; Intermediate School District participation in such programs would be terminated."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your service function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Assume that it is too late to do anything.
2. Call Senators to fight passage of the Bill.
3. Point out high cost to Senators and try to delay action.
4. Contact colleagues to plan for this change.
5. Try to get on the committee planning implementation of the program.

VI. "The daily newspaper with widest circulation in your district ran a severe front-page criticism of the Career Education services offered by the Intermediate School District and suggested that you have neither the resources nor the desire to improve such programs."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your service function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call the editor and demand a retraction.
2. Call the editor and arrange a meeting to discuss the article.
3. Wait for public reaction and then plan action.
4. Let it pass; don't get into a fight.
5. Publish an article about plans to organize a committee to study improving Career Education services.

APPENDIX F

PLANNING SIMULATIONS

- I State Board
- II Employee Groups
- III Constituent School District Superintendents
- IV Citizen Groups
- V State Legislature
- VI News Media

APPENDIX F
PLANNING SIMULATIONS

PLANNING IS ONE OF YOUR MAIN FUNCTIONS AS THE EXECUTIVE OFFICER OF THE INTERMEDIATE SCHOOL DISTRICT. THE ACTIONS DESCRIBED BELOW COULD AFFECT YOUR FUTURE INVOLVEMENT WITH THIS FUNCTION. PLEASE RESPOND TO THE FOLLOWING HYPOTHETICAL SITUATIONS REGARDING PLANNING.

I. "The State Board of Education announced a plan to assign a staff person to each Intermediate School District to direct planning of services for local districts. Efforts to secure legal authority for this plan are underway."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your planning function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Tell them to stick to their own job!
2. If they want to do this, it's O.K. with me.
3. Ask to meet with them to discuss other ways to help.
4. Determine ways to best use this person.
5. Wait and watch for further developments before acting.

II. "The association representatives of the itinerant staff in your district have stated publicly that they do not believe current planning techniques in this Intermediate School District are as effective as they might be. They are demanding representation in all planning sessions of the administration as a result."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your planning function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Ignore it as idle chatter.
2. Investigate the charge and prepare a defense.
3. Invite a representative to join your planning sessions.
4. Take immediate steps to discredit the charge.
5. Attempt to avoid a problem by acceding to their demands.

III. "The organization of constituent superintendents is not satisfied with programs emanating from the Intermediate School District and have announced the appointment of a committee for long-range planning to work in cooperation with you in determining the services needed within the Intermediate School District."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your planning function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call the president and volunteer to help set it up.
2. Get on the next agenda, and "Tell them to do their own job, not mine."
3. Why fight it; it makes my job easier.
4. Probe the problem with them; head committee off by taking corrective action.
5. Wait and watch; it will probably "fizzle out."

IV. "Representatives of the State Association for Parents of Handicapped Children have requested time on the agenda of your next Intermediate School District board meeting. They are dissatisfied with the progress made toward implementing the laws as they pertain to Special Education. They will propose a program of involvement with planning which includes inviting their Board of Directors to monthly planning meetings with the Intermediate School District administrative staff."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your planning function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Wait for further developments before reacting.
2. If Board approves of it, fine with me!
3. Contact their president, explain that this is out of bounds.
4. Invite a representative to attend all relevant meetings.
5. Advise Board to reject such a proposal.

V. "The House of Representatives is debating a bill which would create a state agency to coordinate planning for Intermediate School Districts. Proponents of the bill claim wide discrepancies in Intermediate School District Services and believe this committee would equalize the quality of programs and services throughout the state."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your planning function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Work hard at defeating the bill!
2. Find out who is supporting it and study their reasons.
3. Meet with Representatives; bring them up to date on programs and services statewide.
4. Assume that if it passes, it will be best for everyone.
5. Wait for action; if it passes the House, try to defeat it in the Senate.

VI. "A statewide telecast of a prominent talk show resulted in charges by the host that Intermediate School District Superintendents are not effective planners. 'They apparently blow with the wind, being pushed here and there by changing pressures,' was one of the comments. His final statement advocated the elimination of the Intermediate School District by making it a branch of the Michigan Department of Education."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your planning function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Demand equal time on the program!
2. Let it pass; he is too big to fight.
3. Wait for reaction, then plan your move.
4. Arrange to meet with him to inform him of your efforts in this area.
5. Ignore it; it's a lot of "baloney."

APPENDIX G

LEADERSHIP SIMULATIONS

- I State Board
- II Employee Groups
- III Constituent School District Superintendents
- IV Citizen Groups
- V State Legislature
- VI News Media

APPENDIX G

LEADERSHIP SIMULATIONS

PROVIDING LEADERSHIP TO YOUR BOARD OF EDUCATION AND TO CONSTITUENT DISTRICTS IS ONE OF YOUR FUNCTIONS. THE ACTIONS DESCRIBED BELOW COULD AFFECT YOUR FUTURE INVOLVEMENT WITH THIS FUNCTION. PLEASE RESPOND TO THE FOLLOWING HYPOTHETICAL SITUATIONS REGARDING LEADERSHIP.

I. "A recent report of the State Board of Education activities included a reference to the leadership role of the Intermediate School District Superintendent. It was implied that they are so preoccupied with protecting certain functions now performed that they are becoming ineffective as leaders. The State Board of Education is considering the possibility of promoting a statewide survey which would identify such a weakness in the Intermediate School District."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your leadership function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call the State Superintendent and tell him he is going too far!
2. Perhaps they are right; we have no such legal base.
3. Wait for developments before reacting.
4. Ask for a meeting of Intermediate School District Superintendents and State Board of Education representatives to discuss the matter.
5. Such a survey may strengthen our position.

II. "The Teachers' Association representatives have charged you with 'sitting on your hands,' and letting the local districts run the Intermediate School District. They say you are weak and incapable of providing leadership to the constituent districts. In fact, they say you are afraid to confront them out of fear of losing your job. They want you fired!"

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your leadership function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement which most nearly reflects the manner in which you would respond.

1. Call them in and seek their advice.
2. Tell them to do their own job and you will do yours!
3. Let it pass; don't challenge them on this one.
4. Arrange a meeting to straighten them out!
5. Wait for the reaction of others before doing anything.

III. "The constituent district superintendents' group has challenged your right to 'ramrod' your programs through. They feel that you should be less aggressive in your efforts in program development. They say you have no legal authority for your forcefulness. They see you as their employee, a service agent, not their leader."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your leadership function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Meet with their leaders to resolve this conflict.
2. Tell them it's the only way you can get them off "dead center."
3. Why fight it? They are right!
4. Ask them to help you change to their satisfaction.
5. Wait for further developments before reacting.

IV. "The recently organized State Association of Parents for Sex Education in the Schools has openly accused you of dodging this controversial issue as you work with schools. They claim that your reluctance to provide leadership in this area is typical of your behavior. They want you to take a stand so that they can move ahead with their plans accordingly."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your leadership function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Tell them to "back off," they are going overboard.
2. Meet with their leaders to enlighten them.
3. Wait for further developments before reacting.
4. Ask if you can enlighten them regarding "local control."
5. Hope they don't pursue this one!

V. "A bill before the legislature would place the Intermediate School District under the State Board of Education. They feel that stronger leadership is required to bring the local districts' programming along more rapidly. They do not feel that you can lead effectively without legal authority; they want to put some 'teeth' into your position."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your leadership function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Get on this one fast! More State takeover!
2. Meet with legislators and offer alternatives.
3. Wait it out.
4. Meet with colleagues to prepare for action.
5. Let it happen! Why fight it?

VI. "The newspaper with widest circulation in the Intermediate School District ran an article which stated, 'In his effort to increase the scope of his operation, the Intermediate School District Superintendent continues to propose programs which are a duplication of services already being offered from other sources. Power seems to be the goal, not services to students.' The article proposed a change in state school code which would clearly define your role regarding your leadership function."

A. Please CIRCLE the one number below which best indicates the degree to which you will defend the retention of your leadership function in this case.

	1	2	3	4	5
Defense:	None	Little	Mild	Active	Vigorous

B. Please CIRCLE the one number representing the statement below which most nearly reflects the manner in which you would respond.

1. Call the editor and demand an opposing article be published.
2. Meet with the editor to inform him of your role.
3. Wait for developments before reacting.
4. Ask for a meeting with the editor to find out his views.
5. Let it pass and hope nothing comes of it.

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